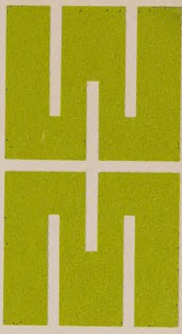


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The preparation of this report was financed in part through an Urban Planning Grant from the Department of Housing and Urban Development, under the provisions of Section 701 of the Housing Act of 1954, as amended.



WILLIAMS & MOCINE / CITY & REGIONAL PLANNING

1045 SANSOME STREET SAN FRANCISCO CALIFORNIA 94111 TELEPHONE 415 433-4433

December 12, 1969

City Council
City Planning Commission
250 Main Street
Watsonville, California

Gentlemen:

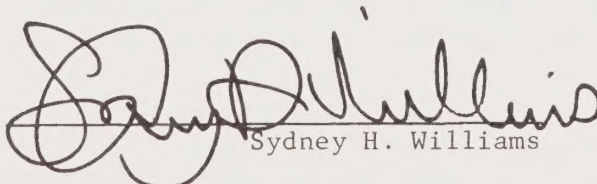
In accordance with our contract with the State of California, we are pleased to submit the Watsonville General Plan. The General Plan represents the product of nearly two years effort on the part of the Planning Department and other City agencies, the Watsonville Citizens' Council and the Consultants. Watsonville is expected to more than double its existing population by 1990; the General Plan will serve as a firm guide for this growth.

The portion of this report to be adopted includes The General Plan and Summary of Major Recommendations which are printed on green pages, and the General Plan Map in the back cover pocket. Other sections of the report contain background information, recommendations for implementing the Plan and summaries of special studies.

The Citizens' Council derived a statement of goals and objectives for future development and reviewed the program during subsequent stages. Their recommendations are presented in Appendix B. A special study of the Freedom area was undertaken by the Santa Cruz County Planning Department in conjunction with the Watsonville program. The Freedom Plan will be published in the near future.

We wish to express our appreciation to Mr. William Loretta, Watsonville City Planning Director, and Mr. Louis B. Muhly, Santa Cruz County Planning Director, and their staffs and numerous citizens in Watsonville who contributed much time and effort to this program.

Sincerely,


Sydney H. Williams


Corwin R. Mocine

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SAN FRANCISCO

OAKLAND

SAN JOSE

SANTA CRUZ

Watsonville

SALINAS
MONTEREY

80

SACRAMENTO

50

STOCKTON

120

MODESTO

152

59

MERCED

140

41

FRESNO

101

1

5

99

BAKERSFIELD

Lake Tahoe

NEVADA
CALIFORNIA

YOSEMITE NATIONAL
PARK

KINGS CANYON

SEQUOIA



approx.

21 miles

SUMMARY OF MAJOR RECOMMENDATIONS

Develop a growth pattern which would consist of corridors of urban uses separated by wedges of agriculture in order to preserve valuable agricultural lands which are economically vital to Watsonville and to permit efficient urban growth.

Utilize the hilly area between the existing City limits and Route 1 freeway for new residential development.

Encourage rehabilitation of existing residences and development of new high density residences near the Downtown Area.

Encourage the dominance of the Watsonville Central Business District as the major regional shopping facility by promoting its growth and improvement and by restricting any competitive regional center.

Strengthen and diversify the economic base by providing areas for general industrial expansion in the Beach Road and Pajaro Areas and limited industrial development adjacent to the airport.

Expand school facilities to serve anticipated population growth which would require a total of twelve elementary, two junior high and two high schools.

Provide a number of regional and local parks and recreation areas which would form elements of a system of trails created along the river, creeks and sloughs.

Create a Civic Concourse, a cultural-recreational area in the Downtown Area, in order to create a focus for community activities and to reinforce the role of Downtown.

Provide a system of freeways, major streets and local streets based on the long-range Major Street Plan adopted in 1968.

Establish a public transportation system in the Watsonville Area which would serve all residential and employment areas, the Downtown Area and the airport.

Continue improvements to the Watsonville Airport so that anticipated air freight and possible future passenger service can be accommodated.

Carry out the recommendations of the General Plan by adapting zoning and subdivision ordinances and the capital improvement program to new tasks called for in the Plan.

Establish a system of keeping the General Plan up-to-date through an annual review procedure and major updating at longer intervals.

SUMMARY OF RESEARCH AND FUTURE REQUIREMENTS

THE PLANNING AREA IN THE REGION

The Regional Setting

The Watsonville Planning Area includes most of the Pajaro Valley located in the southern portion of Santa Cruz County and the northern section of Monterey County. It is part of a wider physical and economic region made up of the Counties of Santa Cruz, Monterey and San Benito. The region is closely related to, but independent of, the San Francisco Bay metropolitan complex. All three Counties are important agriculturally, with tourism and limited industrial development centered in the coastal cities of Monterey, Carmel and Santa Cruz.

Watsonville, Salinas and Hollister, all located in fertile, inland valleys, are almost exclusively agriculturally oriented. These valleys and the coastal shelf of Santa Cruz and Monterey Counties contain concentrations of specialty crops particularly suited to the soil, water supply and climate. Food processing is important in Salinas and in Watsonville.

The State Department of Finance publication, California Population 1965, indicates that growth in the three-county region has accelerated since 1960. New base employment since 1960 includes jobs at the University of California at Santa Cruz, 2,700 new manufacturing jobs, and increases in tourist activities. Spill-over from the suburbs of the San Jose Metropolitan Area has also contributed to growth in the coastal Counties. Much of all three Counties is rugged and unsuitable for development other than grazing or very low density residential use. Population will continue to be concentrated in the valleys and along the coastal shelf.

Santa Cruz is the fastest growing of the three Counties at the present time. It has entered a period of relatively intense growth, and new activities are bringing a more varied population. One significant change that is observable is the rise in the proportion of younger people. In 1960, the County had one of the State's highest percentages of elderly people. Although it is still a popular retirement and second home area, part of its recent population gain has been in the younger age groups attracted by new employment opportunities. The trend and the consequent changes in the age structure can be expected to continue.

Within Santa Cruz County, both Watsonville and Santa Cruz play distinctive roles. Watsonville is closely tied to the Pajaro Valley agricultural and food processing activities which comprise a major component of the County's economic base. It is the market center for northern Monterey County as well as southern Santa Cruz County. By contrast, the City of Santa Cruz, about twenty miles to the north, is the County seat, the home of the University of California, and a tourist and retirement center. Good highway connections put Santa Cruz

within commuting distance of the San Jose area. Watsonville, as yet, lacks equally direct routes into San Jose, and, therefore, spill-over growth has tended to concentrate in and around Santa Cruz.

Physical Characteristics of the Planning Area

The Pajaro River forms the border between Monterey and Santa Cruz Counties. It forms a rich alluvial valley two to four miles wide on both sides of the County line. A main tributary stream is Corralitos Creek in Santa Cruz County. The valley is ringed by the Santa Cruz Mountains to the northeast. It is intensely cultivated, and accounts for a large part of the agricultural production of both Counties. Major crops are apples, berries, particularly strawberries and blackberries, cut flowers, artichokes, green beans and cauliflower. Watsonville is the only incorporated City in the valley, and dominates community life. The unincorporated settlements of Pajaro in Monterey County and Freedom in Santa Cruz County contain additional urban population and are included in the Planning Area.

Watsonville's climate is Mediterranean, with warm days and cool evenings. The normal temperature range is from a low of 28 degrees to a high of 95 degrees, according to Climatological Data, California, a publication of the United States Department of Commerce. The Pajaro Valley has a long growing season, and, in fact, some crops, such as broccoli, are grown year-round. Lettuce and strawberries are grown for about eight months. Rainfall increases with distance from the ocean. It averages about 17 inches at the coast, 21 inches in Watsonville, and up to 50 inches at the crest of the Santa Cruz Mountains. Ninety percent of the rain falls between November and April, and there is virtually none between May and July.

CHARACTERISTICS OF THE POPULATION

The United States Census of 1960 is now nine years old, and its usefulness as a measure of existing conditions is limited. The decennial census, however, makes possible meaningful comparisons between places and provides a standard measure of progress from one decade to the next. It is still the best source of information available for comparing social, economic and physical characteristics. A special census was taken in Santa Cruz County in 1965 and one in Monterey in 1966. These partially update the 1960 Census but do not contain the same detail. Additional information concerning social and economic growth can be obtained from the State Department of Employment's statistics on employment. Information and statistics from all three of these sources are used in the following section. The map on page 12 delineates the various areas used for analysis and shows their relationship to the Planning Area.

History of Growth and Projections

Population increase in a limited area such as the Watsonville Planning Area is not an isolated phenomenon but is the natural result of State and regional growth and the increase in local employment opportunities to support local families. Until the last decade, Santa Cruz and

Monterey Counties grew very slowly, lagging well behind the State increase. Recently, however, the Counties have accelerated their rate of increase, and the 25-year increase shown below indicates that, over the long period, they have gained a logical percentage of total State and regional growth.

Population Increase *

	<u>% Increase 1940-1965</u>	<u>Total Popu- lation, 1965</u>	<u>Projected % Increase 1965-1990</u>	<u>Projected Total Popu- lation, 1990</u>
California	171.1	-	-	-
Santa Cruz and Monterey Counties combined	180.0	330,639	149.1	823,600
Santa Cruz County	136.0	106,323	204.4	323,600
Monterey County	207.1	224,316	122.9	500,000
Community Labor Market Area	-	36,290	130.6	83,691
Watsonville Planning Area	-	22,342	143.5) 162.3)	54,400) 58,600)

The graph on page 5 plots the historical record and projects the future population of each area. The County population estimates and projections are accepted State and County Planning Department figures. The Watsonville Planning Area projection is the result of analysis of the probable and reasonable share of regional growth which will occur in Watsonville and assumes a continued local expansion of employment opportunities. In 1965, the Planning Area accounted for 61.6 percent of the Community Labor Market area population. The Planning Area is expected to absorb the major portion of growth in the future and, by 1990, should contain 65 to 70 percent of the total area population. The Planning Area population would then range between 54,400 and 58,600 as shown on the graph. The population graph also indicates that the Planning Area's growth during the early years of the planning period is likely to be relatively slow but that an acceleration will occur sometime between 1975 and 1980. Since many local conditions can cause short-range variations in growth rate, the projections should be checked at intervals to make adjustments and planning decisions as necessary.

* Sources.

U S. Census

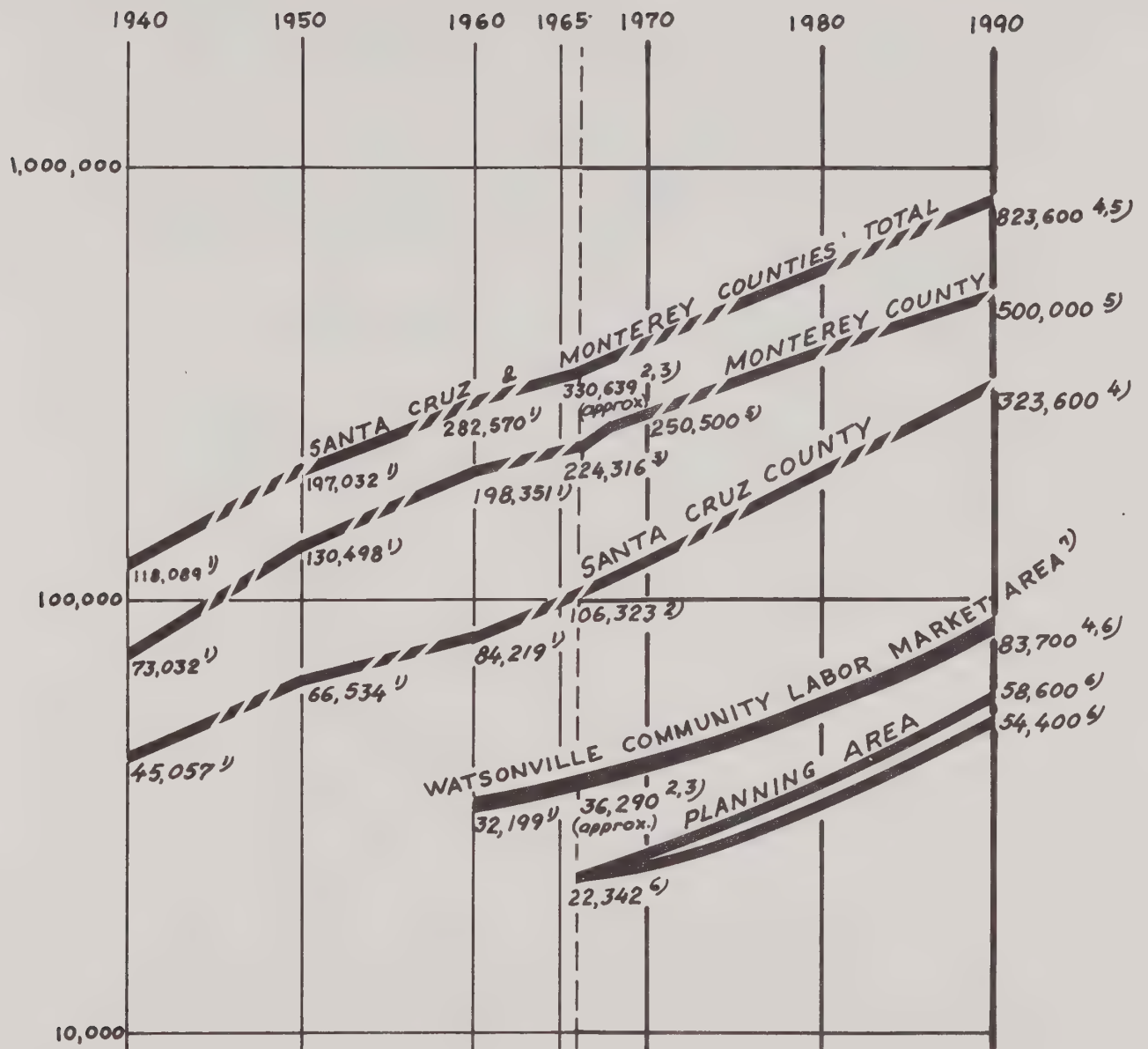
Special Census, Santa Cruz County, November 1965.

Special Census, Monterey County, February 1966.

Santa Cruz County Planning Department.

Monterey County Planning Department.

Williams & Mocine estimate.



- 1) U.S. CENSUS
- 2) SPECIAL CENSUS - SANTA CRUZ CO., NOV. 1965
- 3) SPECIAL CENSUS - MONTEREY CO., FEB. 1966.
- 4) SANTA CRUZ CO. PLANNING DEPT.
- 5) MONTEREY CO. PLANNING DEPT.
- 6) WILLIAMS & MOCINE ESTIMATE
- 7) INCLUDES WATSONVILLE, PAJARO CCD (SANTA CRUZ CO.) & PAJARO CCD (MONTEREY CO.)

POPULATION HISTORY AND PROJECTIONS

Age Composition

Table 1 in Appendix A shows age composition in 1960 for Watsonville, the County, the State and the nation, and projections to 1990. The figures below point out some salient differences.

Age and Family Size, 1960^{1/}

	<u>Watsonville</u>	<u>Santa Cruz County</u>	<u>California</u>
Median Age	33.2	38.6	30.0
Average Family Size	2.9	2.7	3.0
Percent of Population			
65 Years and Over	12.4	19.1	8.8

Santa Cruz County as a whole had a relatively elderly population. Only Lake County exceeded it in percent over 65. Watsonville's population was slightly older than the State as a whole but was much closer to the norm than the County.

The special census of 1965 quantifies some changes since 1960.

Percent of Total Population by Age Group, 1960^{2/} -1965^{3/}

	<u>Watsonville</u>		<u>Santa Cruz County</u>		<u>California</u>
	<u>1960</u>	<u>1965</u>	<u>1960</u>	<u>1965</u>	<u>1960</u>
65 Years Old and Over	12.4	13.3	19.1	18.1	8.8
School Age: 5-17 Years	23.7	24.2	21.2	22.7	23.5
0-4 Years Old	10.4	8.1	8.8	7.6	11.1

The County age composition has been modified to become slightly younger. At the same time, a falling birth rate has lowered the percentage of very young children. The impact of these changes on Watsonville has not been significant as yet. There has been no dramatic change in school enrollment or other manifestations of a radically changing age composition. The percent of the population in school, however, may fall within the next few years and increase again at a later date. Although projected modifications for Watsonville are relatively minor, careful checks should be made on age composition periodically, so that the community will be properly informed and prepared to meet the needs for school classrooms.

^{1/} U. S. Census, 1960

^{2/} U. S. Census, 1960.

^{3/} Special Census, 1965.

OTHER POPULATION CHARACTERISTICS

Cultural and Racial Groups

Watsonville is atypical of the County in the number and variety of cultural and racial groups within its population. In 1960, for instance, with less than 16 percent of the total population, it had over 40 percent of the County's non-white population. The various ethnic groups add richness and variety to the cultural and social life of Watsonville. Significant groups and their approximate percent of the total are given below.

Cultural, Ethnic or Racial Groups, 1960^{3/}

<u>Group</u>	<u>Percent Total</u>
Japanese Ancestry	4.0
Chinese Ancestry	2.0
Filipino Ancestry	2.4
Negroes	1.1
Spanish Surname <u>1/</u>	16.6
Yugoslavs <u>2/</u>	5.2
Portuguese <u>2/</u>	2.2
German <u>2/</u>	1.8
Canadian <u>2/</u>	1.8
Italian <u>2/</u>	1.9

Income

The 1960 Census showed that Watsonville exceeded the County in its median family income. Both the City and the County were substantially below the State average.

Median Family Income by Race, 1959^{3/}

<u>Watsonville</u>		<u>Santa Cruz County</u>		<u>California</u>	
<u>Total</u>	<u>Non-White</u>	<u>Total</u>	<u>Non-White</u>	<u>Total</u>	<u>Non-White</u>
\$5,710	\$4,588	\$5,325	\$4,665	\$6,726	\$4,971

In the special census of 1965, 32.9 percent of Watsonville families reported incomes of less than \$4,000, and an additional 13.0 percent did not respond to this question. From this information, it is estimated that between 35 and 40 percent of all families are at this

1/ Primarily Mexican-Americans, but may include some people from other groups such as Filipino. Total is approximated.

2/ Census definition of foreign stock includes those of first or second generation foreign extraction.

3/ U. S. Census, 1960.

relatively low income. The percentage is slightly higher in the County as a whole than it is in Watsonville.

HOUSING CHARACTERISTICS

The 1960 Census is the most complete tabulation available on housing and, in the absence of more up-to-date information, is quoted to point out some very basic strengths and weaknesses. Table 2 in Appendix A gives some of the more significant statistics. Between 1950 and 1960 many fast-growing California communities built large tracts of new housing. Watsonville, with a slower growth rate during this decade, did not build extensive new tracts. In 1960, about 70 percent of Watsonville's housing had been built before 1939, compared to only 40 percent in the State as a whole. Although age of housing alone does not necessarily reflect its condition, a comparison of housing quality reveals that Watsonville as a whole fell below State norms and that within Watsonville the non-whites and Mexican-Americans occupied the structures of the poorest quality.

Housing Condition, 1960

	<u>Percent Sound Housing With All Plumbing Facilities</u>
California, Total	86.5
California, Non-White	36.0
Watsonville, Total	76.5
Watsonville, Non-White	64.0
Watsonville, Spanish Surnames	48.8

The Mexican-American population also suffered from overcrowded conditions with the highest number of people per unit and an average almost twice that of the County as a whole

Figures on rent cannot be correlated from the Census statistics. There is some evidence, however, that low income and minority groups pay proportionately higher rent than higher income families and receive poorer quality housing in return. There is a shortage of appropriate housing for low income groups, and the stock of low-rent housing has been diminishing through demolition of below-code buildings. Since 1960, about two hundred dwellings have been demolished, and about five hundred new units have been built. The major portion of those demolished were low-rent and generally substandard. The new construction is generally for a higher income level than were the demolished buildings.

Additional information concerning the status of low-income housing in Watsonville and surrounding areas was obtained through survey by the Santa Cruz County Economic Opportunity Commission in 1966. The survey located neighborhoods in which farm workers lived and proceeded to evaluate housing in those areas. Essentially, the survey indicated that the quality of housing in the farm workers' neighborhoods was very low and had, in fact, declined since the 1960 Census.

As a part of the Housing Element Study which will continue subsequent to the General Plan, the Watsonville Planning Department conducted a block-by-block visual survey of housing conditions during April 1969. The map on the following page is a generalization of this survey and indicates the pattern of condition of housing in Watsonville.

CHARACTERISTICS OF THE ECONOMY

Employment, 1960

The Census does not tabulate where people work but does tabulate the number of workers and the type of work they do. The resident civilian labor force and the total labor force (including armed services) is tabulated below:

Percent of Population in the Labor Force, 1960

	<u>Watsonville</u>	<u>Santa Cruz County</u>	<u>California</u>
Total Labor Force	41.2	36.2	40.9
Civilian Labor Force	41.0	36.1	39.0

There were proportionately more persons in the labor force in Watsonville and fewer in Santa Cruz County than there were in California as a whole. The military has little significance in the City or County economy.

Tables 3 and 4 in Appendix A present civilian employment by industry and by occupation in 1960. In Watsonville, wholesale and retail trade employed the most people, 21.5 percent, followed by manufacturing, 19.6 percent, and agriculture, 15.2 percent. Agriculture, however, has an effect on other employment; about three-fourths of the manufacturing employment, for instance, was in food processing and kindred activities.

In the County as a whole, agriculture was less important than in Watsonville, and employed 11.3 percent of the County total. County manufacturing employment was 17.8 percent, mostly in activities other than food-processing.

Local Employment Trends, 1960-1966

The State Department of Employment tabulates jobs by location and its figures can be used to identify the changes in economic development within an area. The map on page 12 shows the statistical area around Watsonville which includes a portion of Monterey County but excludes the Moss Landing industrial complex. Table 5 in Appendix A presents civilian jobs by industry for the Watsonville Community Labor Market in July 1960 and 1966. Total jobs available during this period showed a net increase of 10.8 percent, from 13,900 to 15,400. All categories other than agricultural, where there was a reduction of 1,100 jobs, experienced an increase. There was an increase of 2,600 non-agricultural jobs. In other words, each year an average of 430 new jobs were created and about 180 agricultural jobs were eliminated. Between 1960



GENERALIZED
HOUSING CONDITIONS
WATSONVILLE CALIFORNIA 1969

and 1966 there was a loss of nearly 4,800 acres of land used for agriculture (fruit, berry, field and vegetable crops) in Santa Cruz County, primarily in the Pajaro Valley. This, combined with increasing productivity per worker, accounts for the loss of agricultural jobs.

Both in 1960 and 1966 agriculture furnished the largest percentage of local employment (45.4 percent in 1960 declining to 33.8 percent in 1966). This makes it clear that although only 15 percent of Watsonville residents are employed in agriculture, the City and the Planning Area are directly dependent on agriculture as the base for the economy. Total manufacturing jobs doubled, increasing from 7.2 percent to 14.3 percent of total employment. Food processing accounted for 400 new jobs in manufacturing, an increase of 44 percent. In non-food-processing manufacturing, jobs increased from 100 to 900, an indication that diversification and expansion of the economic base are beginning to occur.

Seasonal fluctuation in jobs is a major employment problem in the Watsonville area. The State Department of Employment reports that the unemployment rate for Santa Cruz County in 1967 ranged from 4.5 percent (1,900 persons) in October to 11.8 percent (4,600 persons) in February. Employment in food processing was at a peak in October (4,000 persons) and at a low point in February (1,700 persons), indicating that this category is a primary contributor to the wide fluctuation. Agricultural employment also ranged from a high of 6,700 in July to a low of 3,600 in March. Other categories were generally stable.

The number of jobs in the Watsonville Community Labor Market is estimated to have averaged about 13,000 in 1960 (an adjustment from the July figure of 13,900 which is well above the average). The census reported that the civilian labor force in the same area was about 13,200. With local unemployment accounted for, it is estimated that there was an immigration of about 1,100 workers from other areas (about 8 percent of total jobs were held by people living outside the area). Some 700 local people commuted outside the Labor Market area, primarily to Moss Landing, but to other locations as well.

Employment Projections

In- and out-migration of workers will continue and probably increase in the future. However, it is expected to become more or less equal in the future and the Watsonville area should attempt to provide jobs equal to the number required by its own population. It should be noted that population increase is closely related to increase in employment and unless Watsonville is able to increase its job opportunities, it will not receive the population projected for it simply because there will not be jobs to support families. The employment structure is expected to undergo continuous change and expansion throughout the planning period and can be materially altered by the addition or withdrawal of a single major concern. The projections will require re-evaluation if major unforeseen changes do occur. Based on a projected population of 83,700 in the Community Labor Market and an estimated 40 percent ratio of labor force to population, 33,500 jobs will be needed in 1990. Most of these jobs should be within the Watsonville Planning Area where employment is now concentrated. A probable composition of employment in 1990 and that of 1966 is shown in the following table



LOCATION OF ANALYSIS AREAS.

Estimated Annual Average Jobs^{1/}

	1966		1990	
	<u>Number</u>	<u>%</u>	<u>Number</u>	<u>%</u>
Agriculture, Forestry & Fisheries	4,400	29.7	4,000	12.0
Manufacturing	2,500	16.8	8,400	25.0
Construction ^{2/}	800	5.4	1,700	5.0
Other	<u>7,100</u>	<u>48.1</u>	<u>19,400</u>	<u>58.0</u>
Total	14,800	100.0	33,500	100.0

A major portion of new jobs should be in the manufacturing industries, which in turn stimulate growth in other fields. The figures in the preceding table imply an increase in manufacturing jobs of about 200 a year.

The amount of land necessary to support industries is dependent upon the density of employment and is difficult to project with certainty. This subject is explored more fully in the Special Study of Industrial Areas which is summarized in Appendix D.

A major component of the "Other" category in the table preceding is Service employment. Increases in Service employment will supply many of the 12,000 new jobs needed in this category. Watsonville, with 11 percent of its total employment in this category in 1966 was well below the 1966 State average of 18.5 percent. The State percentage is gradually increasing and Watsonville is expected to approach the State average in the future. The result is likely to be a rapid increase in local service jobs as Watsonville becomes more urbanized and the need for specialized business and professional services multiplies. Government employment, also part of the "Other" category, includes education and may be expected to increase at a slightly faster rate than the population. Wholesale and Retail Trade, and Finance, Insurance and Real Estate should increase in proportion to population if Watsonville is to maintain its position as a strong market and service center for the surrounding hinterland.

Industrial Development

In July, 1966, manufacturing jobs in the Watsonville Labor Market were distributed as follows:

^{1/} Represents an adjustment of jobs reported for July 1966 in Table 5 of the Appendix.

^{2/} Includes Transportation, Communication and Utilities; Wholesale and Retail Trade; Finance, Insurance and Real Estate; Service; and Government.

Watsonville Labor Market, July 1966

<u>Category</u>	<u>Number</u>	<u>Percent</u>
Durable Goods	500	23.0
Non-Durable Goods		
Food	1,300	59.0
Other	<u>400</u>	<u>18.0</u>
Total	2,200	100.0

The above figures probably underrepresent food manufacturing, since July is usually a slow month in this industry. It is estimated that food represents 65-70 percent of all manufacturing jobs on an annual basis. A long growing season together with the diversity of food processing industries (including canning, packing, cold storage and freezing) make jobs in food processing less seasonally variable than is usually true.

The greatest growth, however, has been in the manufacture of products other than food, presently accounting for about 30-35 percent of all manufacturing jobs, and including such diverse products as aluminum extrusions, furniture, apparel, plastic pipe, food products machinery and electronic equipment.

Also significant are several industries at Moss Landing, just south of the Watsonville Labor Market Area, presently employing 600-800 persons. Moss Landing's future development may include oceanographic research and ocean product-related industries, and could significantly affect Watsonville.

Developed industrial districts are located in the Beach Road area and in Pajaro. In addition, there are about 250 acres of industrial land near the airport. A 32 acre site is currently being developed for industrial/administrative uses northwest of the airport with direct taxiway access.

Industrial Land - Watsonville Planning Area

	<u>Zoned</u>	<u>Developed</u>
Airport Area		
County, south of airport	165	3
northwest of air-		
port	32	-
City, airport	<u>47 (C-3-P)</u>	<u>3</u>
	244	6
Beach Road Area		
County	110	30
City	<u>320</u>	<u>165</u>
	430	195
Pajaro Area	152	52
Other Locations	<u>*</u>	<u>20</u>
TOTAL	826	273

* not measured

Approximately one-third of the land zoned for industry within the Planning Area is currently occupied by industry. The remaining two-thirds represents a sufficient amount of industrial zoning to absorb anticipated industrial growth for some time to come and is considered a reasonable reserve. Watsonville and the Counties have not grossly overzoned for industrial land as many similar communities have done in hopes of attracting industries.

Commercial Development

Watsonville is an important regional commercial center with taxable sales of about twice the amount its population alone spends. From 1960 to 1965 the population of the surrounding rural areas grew much faster than Watsonville's (8.9 percent as compared to 2.4 percent), but Watsonville's per capita taxable sales rose 38.5 percent during that period, indicating that it received much of the retail business of the increasing population around it. Larger regional market centers in Santa Cruz, Santa Clara and Monterey Counties are competing for the trade of the increasing population, and Watsonville's maintenance of its position will depend heavily on the development of more efficient and attractive facilities in the Central Business District. A special study of the Downtown Area was prepared as part of this program and is summarized in Appendix D.

PUBLIC FACILITIES

Schools

Watsonville is part of the Pajaro Valley Unified School District, which was formed in 1965 and presently includes 19 elementary schools and one high school. The grade system is K-6, 7-8, and 9-12, but the elementary schools presently include all students through grade 8. The district's standards for enrollment are 600 students per elementary school, 1,000 students per intermediate school and 2,400 students per high school, with 30 students per classroom. By these standards all the schools in the District except Rio del Mar School, which is outside the Watsonville Planning Area, are overcrowded. Some schools are presently using double sessions and portable classrooms.

The increase in school enrollment in Watsonville itself has been considerably less than elsewhere in the School District in recent years. On the basis of the projected Planning Area population of 54,400 to 58,600 for 1990 and the current percentages of population enrolled in the Planning Area schools, the following numbers of students and school requirements are projected for 1990:

	<u>School Requirements, 1990</u>		
	<u>Students</u>	<u>Schools</u>	<u>Classrooms</u>
K-6	6,600	11	220
7-8	1,790	2	60
9-12	3,108	2	104

These projections are made on the assumption that additional schools will also be built outside the Planning Area to accommodate many of the students who would otherwise come into the Planning Area to school. The projected high school enrollment is less than the present enrollment in the District's one high school since the Aptos High School (now under construction) will take about 1,000 of the present students. The above projections assume that 6 percent of the enrollment will continue to be in parochial schools. In addition to new schools needed to serve growing population, several of the oldest schools, three of which were built in the 1920's and most of which have inadequate open space, should be replaced. The School District has acquired two 12-acre sites for elementary schools, one in and one 5 miles east of Watsonville, and a third site is planned. The location of other new schools will depend on the patterns of future residential development, transportation and recreation.

Parks and Recreation

The parks, playgrounds and recreation areas in Watsonville presently total about 85 acres, (including portions of some school sites). Since this area is inadequate for the present population, attention should be focused on improving the quality and accessibility of this acreage and on acquiring and developing a complete system of parks. Since 1960, three small parks have been acquired, one extended, and a 24-acre park annexed to the City. Some school play and athletic facilities are open to the public, including the high school's swimming pool. School park sites can provide for a variety of activities for all age groups and could form the basis of neighborhood centers for people within walking distance. Intermediate schools, like the existing high school, could become community centers.

The principal facilities of regional importance are Pinto Lake (140 acres) whose boating facilities have been recently improved, three golf courses, and Sunset and Palm State Beaches, Nisene Marks State Park and Mount Madonna County Park (Santa Clara County).

The Civic Concourse

The Civic Auditorium, which served from the turn of the century, was torn down in 1965, leaving only three school auditoriums and the Veterans Memorial Auditorium to serve the City. The Boys' Club, formerly headquartered in the Civic Auditorium, is now housed in a remodeled building near City Hall. Plans for the Civic Concourse (the area between City Hall and Watsonville High School) include an auditorium which could serve the nearby high school as well as general community needs. Other buildings fronting on the Concourse would be a new library, for which a preliminary plan has already been prepared, and other appropriate public-use buildings such as museums.

Other Public Facilities

Other important City facilities are the Municipal Service Center, presently being rebuilt at the end of Second Street, and the Fire Station on Main Street, well located and equipped and completely remodeled and modernized in recent years. An addition to the existing building is budgeted for 1971-72. To provide the best possible protection and avoid

duplication of facilities, the City seeks cooperative agreements with other fire districts and presently serves the Pajaro Fire Protection District in Monterey County. The existing Freedom Station is well located to serve the northern part of the Planning Area; an additional station will be needed at Salsipuedes at some future time.

The existing 50-bed hospital, three convalescent homes and various doctors' offices are supplemented by a new 102-bed hospital (expandable to 200 beds) recently constructed at Green Valley and Holohan Roads.

Water Supply and Distribution

More than one-half the total water supply is taken from the Pajaro Valley water basin by nine wells. Surface water is taken from Corralitos Creek and, during part of the year, from Brown's Creek. For both domestic and agricultural use, ground water pumped from wells is cheaper than either surface water or water imported by pipelines from outside the basin.

While the present draft from the wells can be safely continued, more water will be needed and its possible sources are (1) a deep water-bearing stratum about whose extent and source of recharge little is known, (2) development of additional surface water supplies whose estimated costs are probably too high to be feasible and (3) imported water from the San Luis Reservoir starting in 1975.

Improvement of water distribution facilities is planned in three stages; first, upgrading pressure, reliability and fire-fighting availability in the Downtown and Industrial Areas; second, upgrading parts of the system serving outlying areas; and third, adding to the first two stages to serve the projected 1990 service area.

Flood Control

Over 40 percent of the Watsonville drainage area lies below the 50-year flood crest of Corralitos Creek and the Pajaro River. While both these streams have been enclosed by levees, the levees can still be overtopped as happened in 1955. The flat topography of much of the City aggravates the problem of ponding in low areas. During heavy rainfall and high-stage flow in the River and Creek, storm water can no longer flow by gravity into the streams and must be pumped to prevent flooding. Presently, planned storm drainage improvements include construction of interceptor drains to channel storm runoff to pumping stations discharging to Watsonville Slough, Corralitos Creek and the Pajaro River.

Sewage and Refuse Disposal

The present sewage treatment plant, built in 1960, provides primary treatment for all sewage from Watsonville and vicinity. Disposal of the effluent is to Monterey Bay via a submarine outfall to a point 3,000 feet offshore. Plant capacity should be increased to keep up with demand. Improvements are currently being made to the sewage treatment plant to double its capacity.

A new sanitary land fill refuse disposal site, adjacent to the existing fill site on San Andreas Road was purchased in 1969. The fill sites ultimately will be available for agriculture.

TRAFFIC

Until 1967, Highway 1 (Main Street) passed through Watsonville's commercial core. Now it follows a freeway bypass to the west of the City. State Routes 129 and 152 come in from the east and end in Watsonville. Construction has begun on a rerouting of part of Route 152 to pass north of the commercial core, leaving the existing road near College Lake, passing through Freedom and connecting with Route 1 near Green Valley Road. Route 129 runs from Interstate 101 south of Gilroy through southern Watsonville to Route 1. These two routes provide the primary access to Watsonville from the east and northeast; Freedom Boulevard and the Route 1 freeway provide the main access from the north.

Traffic volumes entering and leaving the Planning Area by these routes increased an average of 37 percent for 1961 to 1966. The volume on Route 152 increased only 11 percent but the volume on Route 1 increased by 41 percent and on Route 129 by 82 percent.

The heaviest local traffic is on the north-south corridor of Freedom Boulevard, Main Street and old Route 1, and on an east-west corridor centered on East and West Lake Avenues and Wall Street. The most overcrowded streets are in the Downtown Area and have relatively narrow rights-of-way. Freedom Boulevard suffers from the extra load of commercial "strip" development, and East Lake Avenue's two lanes are inadequate.

Peat, Marwick, Livingston & Company's traffic study estimates that traffic volume will approximately triple by 1990.

REVIEW OF THE 1960 GENERAL PLAN

The 1960 General Plan was based on a projected 1990 population of 36,000 to 41,500 and allocated areas for major uses in proportion to the projection. Recent County projections indicate that the 1990 population may approach 60,000.

Residence

The 1960 plan shows residential areas in three densities, each to consist of one building type only -- low density (single-family houses), medium density (duplexes), and high density or multi-family (apartment buildings). Construction and demolition of residences since 1960 has increased the proportion of dwelling units which are apartments or duplexes from 19 to 21 percent. Comparison indicates that this is about the normal proportion of apartments for small cities in California. Residential building types are mixed in most areas with a few areas containing single family houses only.

Apartments may be built in the future to accommodate families rather than just couples or single individuals, as was typical in the past. The 1960 Plan shows high-density (apartment) areas close to Downtown, over much of the older developed portion of the City, and in a band extending west to the freeway along an extension of Arthur Road. The close-in high-density area is convenient to Downtown shopping and public facilities, but the new residents would probably need additional schools and parks.

Agriculture

In order to encourage and protect agriculture, "the economic lifeblood of the community", rural and urban land must be clearly distinguished, with an adequate amount of land designated permanently agricultural and allowed to keep its agricultural assessment. Such areas have recently been established in Santa Cruz County.

Circulation

Although several circulation improvements recommended by the 1960 Plan have been or will soon be made, access to the Industrial Area still needs improvement. The proposed major peripheral street has not been built since development has not extended out to the area it would serve. A recently completed City traffic study testing the need for various recommended improvements upheld the validity of the peripheral road but indicated it should be located closer to the presently developed area.

Commerce

The 1960 Plan showed six neighborhood centers as alternatives to strip commercial development along major streets, but much of the area concerned is not within Watsonville's jurisdiction. There has been strip commercial development in the urban part of the Planning Area and additional pressure for commercial rezoning. Limitation of further extensions of strip commercial development will require close cooperation between the City and County.

The City has been far more successful in improving its Downtown commercial and civic areas. The new City Hall has set a high standard of public design, parking lots have been acquired and improved, the freeway has lessened congestion on Main Street and the City won a national award for the Downtown beautification program.

THE GENERAL PLAN

OBJECTIVES

Santa Cruz County and the Watsonville Planning Area have entered a period of relatively intense growth. The isolation and slow pace of past decades have given way to more rapid expansion and building activity. This growth is projected to accelerate in the next two decades. With a manageable growth rate, the City and the County will have an opportunity to plan the Watsonville area carefully, to concentrate on enhancing and improving the living environment, and to preserve the amenities and features which are so desirable in the Pajaro Valley. The General Plan Program is a basic step in planning for this new era in Watsonville's history. The Plan is advisory and not mandatory. However, its policies for land use, population density and public facilities are meant to be put into effect through specific official actions and private development cooperation and control.

To be successful, the General Plan must be founded upon goals which are supported by a broad section of the community. These goals must resolve the real conflicts among the directions the City may choose for its future development. The Watsonville Citizens' Council was appointed to represent the citizenry and charged with the task of formulating objectives to guide the preparation of the Plan. The Citizens' Council policy statement has been a valid and useful guide for the Consultants and is summarized in Appendix B of this report.

THE PLANNING AREA IN 1990

Watsonville should expand as a compact unified city and a clear definition should be maintained between rural and urban uses. There are three fundamental reasons for this proposal:

- . Protection of the agricultural base on which the economy of the area depends.
- . Efficient and economic provision of municipal services to a population which will be essentially urban in outlook and needs.
- . Provision of clear boundaries to the urban area which will encourage the coherence of its development.

The distinction between urban and rural areas should be drawn in such a way that the two have a pleasant and harmonious relationship. The rural areas such as orchards and fields close to the City provide light, air, visual beauty, relief of monotony, and other intangible values. If farms and fields are valued by the community (and are recognized for their importance in the regional and Statewide economic pattern) they must be protected from the encroachment of incompatible uses and piecemeal subdivision which disrupts agricultural activities.

Three alternative growth patterns were explored for urban areas -- free expansion, satellite communities and "green wedge" development. The green wedge concept was chosen as most appropriate for Watsonville because it provides for compact expansion and, at the same time, allows the urban area the closest possible relationship with the rural countryside. Under this concept, urban development would expand outward around Pinto Lake, Kelly Lake and Pajaro, and substantial wedges of prime agricultural area would be preserved between them.

The Watsonville Planning Area is expected to contain about 55,000 people in 1990. Except for those living on scattered farms, the majority would live in the areas shown as "urban" in the Plan. The holding capacity in the urban area is about 65,000 (20 percent more than the projected population for the Planning Area). The additional area shown provides reserve to maintain a free land market. Substantial additional land should not be committed to residential use during the planning period.

Urban Residential Densities

The residential densities shown in the Plan represent overall density ranges. The General Plan does not specify lot sizes or particular dwelling types. Within each density range, a variety of zoning districts and dwelling types is appropriate. Some areas could be developed with one type of dwelling (all single-family on standard size lots) and others could contain a mixture of apartments, duplexes or town houses with single-family detached houses.

The function of the density ranges is to indicate the overall development policy for the various areas and to establish the population for which public services and schools will be needed within the planning period. Each category is assigned a range and an average number of dwelling units per "gross residential acre". The gross residential acre includes lots, residential streets and neighborhood facilities, such as neighborhood commercial uses, elementary schools, churches and neighborhood parks. It excludes citywide uses such as high schools and major streets. Density control determines that if apartments or town houses are built in a low density area they need to provide enough open space to maintain the overall low density. It does not mean that one developer can be allowed to build at a high density in anticipation that others will build at a density low enough to bring the average down.

General Plan Urban Residential Densities

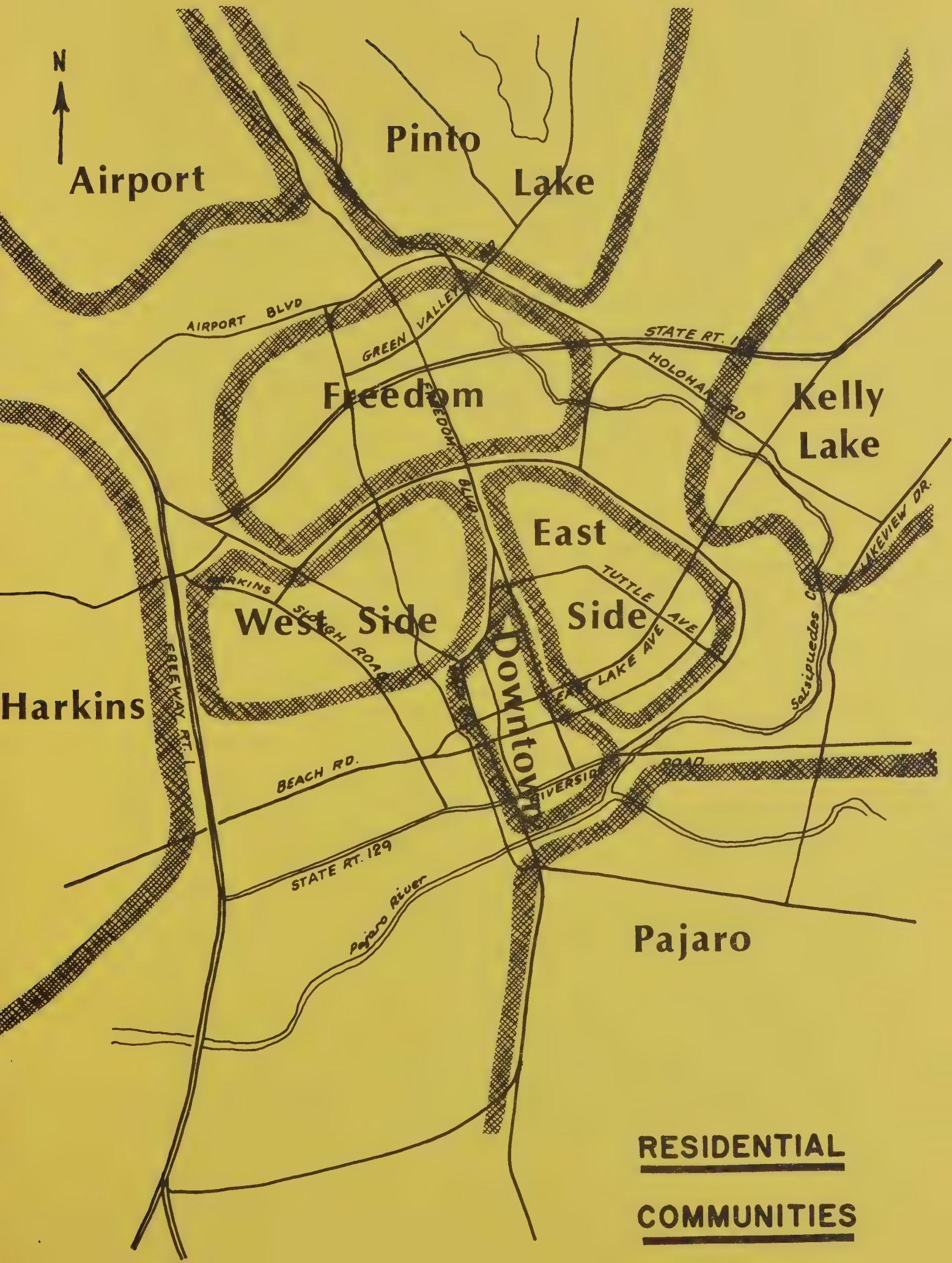
	<u>Dwellings/Gross Residential Acre</u>		<u>Equivalent lot size or land area per dwelling unit</u>
	<u>Range</u>	<u>Average</u>	
<u>Low</u> (predominately single-family)	Less than 4.5	3.5 (outer areas) 4.5 (inner areas)	6,000 sq. ft. to one-half acre
<u>Low-Medium</u> (single-family through garden apartments)	4.6 to 10.0	7.5	6,000 sq. ft. to 2,500 sq. ft.
<u>High-Medium</u> (predominately apartments)	10.1 to 22.0	15.0	2,500 sq. ft. to 1,000 sq. ft.

Communities and Neighborhoods

Many large cities are comprised of an aggregation of identifiable neighborhoods and communities. A neighborhood is usually defined as a residential area large enough to have one elementary school and share with other areas a group of convenience stores. It should be free from heavy or unrelated traffic. A community is a group of several neighborhoods. It may have a high school (or junior high school), park and recreation facilities, and a shopping center of 10 to 20 acres which provides a variety of goods and services. Defining neighborhoods and communities gives form to a city and aids in planning the needed service facilities and street patterns. It helps give identity to an area and fosters interest from the residents in neighborhood and community improvement programs. It is sometimes difficult, however, to define neat boundaries for planning districts. Shopping centers overlap in function and often the downtown area provides many of the services found in shopping centers. Isolated physical "neighborhoods" may be too small to have an elementary school and there may not be logical groups of neighborhoods joined into communities.

In Watsonville, community definitions need to be modified to become appropriate and useful. The map following this page shows residential communities or planning districts. The two close-in communities, Eastside and Westside, each contain two planning "neighborhoods". The Downtown Community is unique in that Main Street itself functions as a "shopping center" both for daily convenience goods of Downtown residents and for larger purchases from a greater market area. The Freedom Area is identified as a community since it forms a functional unit with common interests and problems. The outlying communities of Pinto Lake, Kelly Lake, Airport, Pajaro and Harkins are equivalent to large neighborhoods. Shopping facilities and schools in these communities would also serve the outlying rural hinterland. The community and neighborhood areas delineated in the General Plan provide a framework for development and services.

Typical of relatively small cities which have not grown rapidly, Watsonville has few areas which are exclusively developed with one dwelling



Airport

Pinto

Lake

AIRPORT BLVD

GREEN VALLEY BLVD

STATE RT. 1

HOLMAN RD

Freedom

Kelly Lake

East

West Side

Side

Downtown

Harkins

FREEWAY RT. 1

BEACH RD.

STATE RT. 129

Pajaro River

Pajaro

Salispuedes Ck

LAKEVIEW DR.

RESIDENTIAL

COMMUNITIES

type. This mixture of dwelling types, naturally evolved, provides a varied and pleasant environment. Many modern zoning ordinances attempt to encourage a similar mixing of types in order to create "heterogeneous neighborhoods". On the other hand, uncontrolled mixing and the indiscriminate conversion of old homes to apartments often lead to a deterioration of once sound residential areas. Watsonville must maintain good code enforcement if it is to maintain older mixed neighborhoods as good places to live. It must provide good services and facilities to enhance these areas and improve the environment. New residential neighborhoods will develop in Watsonville and some will provide exclusive single-family areas. The older neighborhoods should not be neglected and should be valued as highly as the new ones.

The 55,000 people anticipated to live in the Planning Area will need approximately 19,000 homes. Changing age composition, family size and living pattern make it difficult to determine exactly the number of apartments, single-family houses and other types of dwellings which will be needed in the future. At average densities shown in the table, the General Plan will accommodate the following number of dwellings and people in each category:

<u>General Plan Holding Capacity</u>			
	<u>Number of Dwellings</u>	<u>People per Dwelling</u>	<u>Number of People</u>
Low Density	10,900	3.2	34,880
Low-Medium Density	6,600	2.8	18,480
High-Medium Density	<u>6,000</u>	2.0	<u>12,000</u>
Total	23,500		65,360

LAND USES

Residential Development

Watsonville has older developed areas of mixed dwelling types and will have substantial new residential development. It also has an opportunity to make use of the many and varied aspects of its environment. It can continue the small town character of the tree-lined areas close to the center of town. It has expansive suburban areas with large lots and ranch style homes. It can have modern, high density apartments with common recreation areas and swimming pools. One of the aims of the Plan is to propose the appropriate densities for such varied developments and provide a real choice and variety in the environment.

Low density development is concentrated in the outlying communities. These communities should develop with a predominately suburban character attractive to young families with children. Apartments in the low density areas can consist of clusters on sizeable parcels of land, so that (by providing ample usable open space and recreation area) an overall low density can be maintained. Apartment development in outlying communities should be limited in number and to locations where the street

pattern will accommodate concentrated traffic. Generally, appropriate locations are adjacent or convenient to major streets but all major streets should not be lined with apartments. Apartments should be clustered and street access controlled, so that the capacity of the street is not impaired by excessive traffic.

Medium density housing takes many forms; duplexes, conversions of old homes into apartments, town houses and garden apartments are common types. Land costs per dwelling unit are relatively low and high-rise construction costs are not incurred. Thus, medium density areas can provide moderately priced dwellings as well as more luxurious garden apartments.

Watsonville has areas which were subdivided into deep lots many years ago. These are inefficient for almost any use today and the rear portions can become messy, unused wastelands. Special study needs to be made of the use of such areas for medium density housing. If proper access is assured, apartments across the rear portions of several such lots could be appropriate. Replatting to provide smaller lots and new streets is another solution. Care must be taken so that proper standards are required by modern ordinances and maintained in the future by enforcement and inspection.

The Eastside Community is an area of mixed dwelling types with a gross density of approximately 5.9 dwelling units per acre. A gradual increase in density is foreseen for much of the Community, but it needs to remain in a medium density range. Intensive code enforcement (as part of a program aimed at conservation) may be appropriate for portions of Eastside in the future. Public improvements, such as the Civic Concourse proposed adjacent to Eastside, will help this Community as well as the Downtown Community.

Selected areas in Eastside, Westside and Pajaro are also shown for high density. These are areas where a significant and appropriate cluster of high density already exists or areas which are particularly suited for apartments. All such high density areas are served by one or more major streets.

All residential uses in the Downtown Community are high density. Watsonville needs and will continue to need a variety of apartments in both type and price level. Concentrated high density around the business center will help to provide this and, at the same time, provide customers for many Downtown businesses such as food stores, restaurants and entertainment. In turn, being within walking distance of a lively business district adds to the convenience of apartment residents. Attempts should be made to encourage moderately priced apartments in the Downtown Community.

It is important for Watsonville to plan for phased development of new neighborhoods. The City should expand by infilling bypassed areas and by growing outward in logical increments as the need arises and as it is feasible to extend services. The need for residential uses in the Harkins Community may not occur until the end of the planning period. This is a good example of how development can be phased. Much of it is in single ownership and, under Section 1630 of the Revenue and Taxation

Code, the Board of Supervisors has stated that it does not intend to rezone it from agriculture. This is logical and not in conflict with the Plan, which shows the area for ultimate residential use. It reinforces the concept of phasing development in logical increments as demand occurs.

Commercial Development

Downtown. The Citizens' Council established, as a policy, that Downtown Watsonville be the dominant commercial center and focus of business activity for the Planning Area. A special Study of Downtown Watsonville discusses problems and the means of carrying out the policy, and quantifies the amount of commercial space needed Downtown between now and 1990. Total retail trade in the City is expected to increase from approximately \$50 million in 1968 to about \$120 million by 1990, and the Downtown Area is expected to accommodate slightly less than half the projected sales.

A compact Downtown core of 80 acres, which will provide adequate space for the foreseeable future, is shown on the Plan. In addition to retail space, the Plan provides for offices, financial institutions and other businesses. It provides adequate space for expansion but keeps the Downtown Area at a scale which will foster good pedestrian circulation. Parking is provided for in relation to future needs and to the ability of the Downtown Area to provide it. A relationship between business uses, adjacent high density residences and the Civic Concourse is expected to have mutually beneficial effects. Offices are proposed close to the businesses they will serve. Apartments and offices will help provide customers for the Downtown stores and services.

Circulation from all parts of the trade area have been considered in relation to the Downtown Area. The circulation pattern established in the Plan will improve access from all areas, and the recommended improvements are necessary to allow Downtown Watsonville to continue its function as a regional center for southern Santa Cruz County and for northern Monterey County. With the opportunity created by removal of much of the through traffic from Main Street, Downtown Watsonville is in a good position to embark on a program for improvement. Continued internal improvements, including increased off-street parking and beautification, will be necessary if Watsonville's Downtown Area is to remain vigorous and continue to expand through the coming decades. The Special Study of the Downtown Area explores design and other aspects of improvement. The City has already made a fine start in revitalization and is to be congratulated on progress to date. It should carry out the additional steps outlined in the Special Study to achieve a more functional and attractive Downtown Area in the future.

Neighborhood Shopping Centers. A neighborhood shopping center generally consists of 5 to 15 stores on approximately 4 to 10 acres of land. The major tenants are one or more supermarkets, drug stores or variety stores. East Lake Village and Crestview Shopping Center are examples of neighborhood centers. The Citizens' Council has recommended "service centers" of 1 to 3 acres in some locations. The Consultants consider such centers as smaller neighborhood centers and have shown them on the General Plan as such.

Office Areas. The amount of space needed for offices is difficult to predict. In the Downtown Study, it is estimated that 30 acres will be needed in 1990 and that half of this should be provided in the Downtown Area. An additional 10 acres are shown along West Lake Avenue and in concentrations at East Lake Village and Freedom. Some office uses will also be found in neighborhood centers. The total acreage shown is in excess of the probable requirement for 1990, to allow freedom of choice in sites and type of location.

Thoroughfare Commercial Uses. This group of uses includes those inappropriate to other centers but vital to the Planning Area. Automobile and farm implement sales and service, nurseries, lumber yards and other uses which are not pedestrian oriented and which are usually large space users, are examples of such uses. The overall area needed for these uses is difficult to quantify. Land requirements go down as land values go up and may fluctuate widely from location to location. There are presently approximately 20 to 25 acres of such uses (not including gas stations) in the Watsonville Planning Area. If the acreage increases in proportion to population, about 50 acres would be needed in 1990. Over twice that amount is delineated on the Plan.

Some thoroughfare commercial uses are shown in Freedom and in Pajaro. Neither of these areas is incorporated and both are presently outside Watsonville's jurisdiction. During the planning program, Freedom has been given careful attention by the County Planning Staff and the Consultants. It presents certain problems, including those of physical land development, circulation and existing but unrealistic zoning. Very careful coordination and cooperation among all agencies will be necessary to implement the Plan for the Pajaro and Freedom Areas, and there to create viable and pleasant communities and business districts.

A special type of thoroughfare commercial area restricted to visitor commercial uses, such as motels, restaurants, service stations and gift shops, is shown at the intersection of State Route 1 and Green Valley Road. This location has been suggested by the Citizens' Council and is appropriate for such development. Since it will be at least a decade before the completion of this interchange, a smaller amount of visitor commercial use is shown at the intersection of Route 1 and Riverside Drive and at the intersection of Route 1 and Airport Boulevard.

Two areas along Freedom Boulevard and East Lake Avenue are shown as transition areas. These are locations which are anticipated to change during the planning period, but the precise future use cannot be anticipated. It is probable that these areas will contain a combination of commercial and residential uses.

Balanced Commercial Development. The foregoing description of the commercial elements of the Plan shows clearly that all levels of commercial development must be maintained if the objectives of the Citizens' Council are to be realized. If a neighborhood center is allowed to expand more than its function justifies, it may fail or preempt business from elsewhere. Empty stores may be the result. A more difficult problem will result if a neighborhood center is allowed to preempt the functions and uses of Downtown Watsonville. Two downtown areas cannot exist in the south County. The community should not

permit the development of a large outlying shopping center along the freeway or in any other location. There will not be sufficient population to create a market for another major shopping area during the planning period and for many years beyond. Scattering appropriate uses to outlying locations will result in a weakened Downtown Area and an incomplete second center. Neither will provide the physical structure desirable for a small city. The values inherent in the present Downtown Area are both social and economic, and their preservation warrants support from the City and the County.

Industrial Uses

The Special Study of Industrial Areas projects 1990 employment in manufacturing to about 8,400 jobs. This represents an increase of approximately 6,200 jobs over the 1966 figure of 2,200. Average yearly increase between 1960 and 1966 is approximately 200. This rate would need to be increased to about 250 per year to meet the projection and supply adequate jobs for the people expected to be employed in the Planning Area in 1990. This is not an unrealistic goal in light of the region's growth and Watsonville's potential to supply good sites for industry. It assumes that job training programs will be initiated in order to create a suitable labor supply for the more specialized industries.

Existing industrial areas in Watsonville employ 11 to 18 people per acre. Future employment densities may either conform to or vary from the present pattern and ultimately will determine the amount of land which will be consumed. Industrial park densities in highly urban areas tend to be considerably greater than Watsonville's present pattern (50 employees per acre is not unusual and is desirable from land development and economic viewpoints). It is desirable, in light of the importance of preserving agricultural land in the Pajaro Valley, that a higher density of industrial employment be an objective in the community and that industries with a high employment density be actively pursued.

A range of 10 to 15 employees per acre was used in establishing a probable measure of land needed and to ensure that future needs will be met. Total area of industrial consumption would thus range from 560 to 840 acres. The Plan shows 990 acres of land for industry. If a more desirable industrial employment density of 20 employees per acre were obtained, the industrial acreage on the Plan would be more than double that required. An additional 770 acres should be considered for an industrial reserve. This reserve would allow for industrial expansion beyond the planning period and should not be zoned for development until the designated industrial areas are substantially developed. The reserve areas are generally located as follows:

- . Between Riverside Drive and the Pajaro River.
- . Southwest of the freeway, in line with the airport runway.
- . Between Old Highway 1 and Lewis Road in Monterey County.

Industrial expansion should proceed in an orderly and efficient pattern. Scattered development is costly to serve and is detrimental to efficient

agricultural use of land during an interim period. Watsonville's economy will continue to be heavily dependent upon agriculture, but the present trend toward diversification should be encouraged in order to provide more stable year-round employment. The Plan provides an industrial environment to provide for the needs of new and different types of industries (to encourage diversification as well as protect existing industries). The development of industrial uses in the vicinity of the airport would also deter residential development which would be incompatible with airport operations. Performance standards have been proposed to produce a modern and attractive industrial complex of the type appropriate to Santa Cruz County.

	<u>Proposed Industrial Areas</u>			<u>Acres Industrial Reserve</u>
	<u>Acres Proposed General</u>	<u>Acres Proposed Limited</u>	<u>Acres Proposed Total</u>	
Beach Road Area	500	40	540	250
Airport Area	0	190	190	250
Pajaro Area	<u>260</u>	<u>0</u>	<u>260</u>	<u>270</u>
Total	760	230	990	770

Since the publication of the Industrial Areas Study, a modification to the configuration of industrial land in the Beach Road Area has been made. In order to maintain a highly productive agricultural area on the northeast quadrant of the Route 1/Riverside Drive interchange, industrial use previously suggested there has been relocated to the west side of Lee Road.

Agriculture

A basic consideration of the Plan is to preserve agriculture as a major element of the economy in the Pajaro Valley and, at the same time, provide for future urban growth and expansion. In the Plan, there is a distinction between future urban areas and future rural areas and this is based on the fact that there will be no real market demand for additional urban land (over that shown) until beyond the planning period. If agriculture is to continue to flourish, it must not be encroached upon by piecemeal subdivision or other activities which will conflict with it. Agriculture must be given real encouragement and protection. This requires close cooperation among the Counties and the City of Watsonville. Assistance also needs to be sought from farm organizations. The importance of agriculture to Watsonville and Santa Cruz and Monterey Counties has been recognized by citizens and public officials and indicates the need for cooperation. County involvement in the present Watsonville planning program is an example of such cooperation. Future successful efforts to carry out the Watsonville General Plan are anticipated.

PUBLIC FACILITIES

Schools

The present policy of the School District is to develop and maintain a pattern of neighborhood schools, kindergarten through sixth grade, and junior high schools, seventh and eighth grades. The Citizens' Council recommendations agree with the School District policy.

Recommended School Standards - Citizens' Council

K-6 Elementary School	600 students
Junior High School	700 to 800 students
High School	1,800 to 2,000 students

The theoretical number of elementary schools required for the projected population of the Planning Area is eleven, but a better relationship between schools and service areas can be maintained if twelve are provided. Some students will be bused from outside the Planning Area to elementary schools on the outskirts, which will provide additional enrollment.

Two K-6 schools each are shown in Eastside, Westside and Pinto Lake Communities, with one school in each of the other less populous communities. Amesti School is located in Pinto Lake Community but should also accommodate students from Freedom. Two older schools in the Downtown Community and one in Pajaro are shown abandoned. Mintie White, currently kindergarten through fifth grade, is shown as part of the expanded E.A. Hall Junior High School.

Seven new school sites, including the acquired Hankins property, are shown to provide an adequate distribution and capacity for the future. The present junior high school sites, including the Mintie White site, can accommodate necessary classrooms for the future, but the capacity of each school would need to be increased to approximately 1,000 students.

One additional high school will be required within the planning period. The location shown on the Plan is within the Pinto Lake Community and is a logical location to serve the expanding North Planning Area. Any other location in this general area would also be appropriate for a high school so long as the site location is coordinated with airport activities -- particularly safety and noise factors.

Currently, school policies are being reevaluated and changes made in many parts of California in response to broadened concepts of education and social needs. Basically, two organizational structures for education are being considered -- first, the neighborhood elementary school pattern favored by Watsonville and the Pajaro Unified School District and, second, the educational park concept which groups educational facilities together. The neighborhood structure permits small children to

enjoy the security of starting and spending their first school years within a familiar environment. Very little, if any, busing expense is incurred since most children can walk to school. The educational park concept does not have these advantages (since school sites are larger and centrally located), but it can frequently offer broad and comprehensive education since educational television, teaching machines, team teaching, highly specialized staffs for exceptional children, and other new and innovative tools are practical when there is a large enrollment in one central location. Educational parks can broaden a child's experience and understanding by bringing him into contact with a wider range of social groups than he is likely to encounter in his own neighborhood. Determination of educational policy is a local matter, although sometimes special school consultants are engaged to help in evaluation. These questions will assume importance in the future and may require special study. The Consultants have followed the present local policy in the General Plan but (aware of changes currently under consideration elsewhere) recommend that flexibility be maintained in the school plant so that if changes are desirable they can be realized.

The General Plan envisions a collegiate institution within the environs of the City of Watsonville. The location of such a facility has not been shown on the map because a number of sites could be suitable and the site requirements would vary among different possible institutions. When plans for such an institution become definite the City should pursue an environs study for any potential site.

Parks and Recreation

Parks and recreation land provide space for active sports and play and for leisure time activities such as walking and enjoying nature. Parks also provide the much needed relief of greenery and open space within the urban area. Visually, parks are important to people even though they may not use them. As an urban area becomes more dense and more extensive, parks become more vital to the environment and, at the same time, more expensive to acquire.

Park Standards Standards, usually measured in acres of park per thousand people, vary considerably. A low density residential community with acreage parcels and ample private recreation resources may need very little public recreation area. Its ratio may be as low as one or two acres of parks per thousand residents. Ten acres per thousand is an often quoted standard, generally difficult to attain but desirable in urban areas where population is dense and where recreational opportunities are those provided publicly. In an urban metropolitan area, the countryside is less accessible and parks provide the available green space.

Watsonville's need and ability to provide for recreation falls somewhere between the above standards. At the 1990 population, the Plan provides for 405 acres of park, or 7 acres of park land per thousand people, a reasonable and attainable standard for Watsonville. About 4 acres per thousand people should be designated for local park and recreation facilities.

Types of Park Facilities. Neighborhood park facilities include space for court games, field for sports, active play space and an area for adults to enjoy quiet pursuits. Senior citizens' meeting and recreation rooms need to be provided as well. A 5-acre park adjacent to an elementary school, which utilizes the existing court and play field area and portions of the school building, is an efficient way of creating a neighborhood facility. Facilities which should be located on the additional acreage include tot lots, nature areas, swimming pool, picnic area and spaces for older people. To be effective, a cooperative program involving shared development costs, as well as supervision and administration costs, needs to be worked out between School and Recreation Departments. School recreation facilities need to be open and supervised during non-school hours if they are to be a useful and real part of the recreation resources of the City. Joint programs have proved successful in many cities and are a way in which such areas can maintain adequate recreation programs. Watsonville should consider such joint programs as a means to provide a sound recreation system in an economical manner. The Plan shows twelve new neighborhood parks adjacent to elementary schools in accordance with this policy and the recommendation of the Citizens' Council.

The three existing junior and senior high school recreation facilities and those proposed at the future high school need to be fully utilized for community recreation as well as school physical education. They can then provide the larger play fields for baseball, as well as additional tennis courts, and function as centers of community life. Ramsey Park, because of its location, can serve as a citywide park and a community park for the Westside Community. This park can be expanded toward the Downtown Area and encompass about 44 acres in an area unsuitable for buildings. Citywide uses, such as the existing Little League field or a new children's zoo, would be appropriate here.

Watsonville has existing parks which are too small to provide neighborhood recreation facilities. Nevertheless, the mini-parks (including the leased 1.6 acre park on Riverside Drive) serve a useful function. They provide a "breathing space" in tightly developed areas where little safe play space otherwise exists. A small green piece of land can serve a function just by its pleasant and restful appearance. Additional mini-parks are not included in acreage totals below or shown on the Plan, since they do not significantly reduce the need for other types of space. The use of small parks should be continued and expanded where appropriate.

Other parks, such as the new development at Pinto Lake and proposed parks at College and Tynan Lakes, are intended as Citywide or regional parks. They may contain some facilities also found at smaller locally oriented parks. These parks, which constitute a desirable level of recreation facilities, provide for water recreation, group activities, family picnic areas and other features which people travel to enjoy. They preserve large pieces of desirable open area for the enrichment of the environment and the use of residents of the Planning Area.

Development of recreation facilities at College Lake could be related to construction of the State Route 152 bypass. Construction of a dam could provide year-round water in this lake. Engineering investigation is necessary. Recreational use of College Lake would be combined with facilities at the County Fairgrounds.

Standards for Local Park or Recreation Facilities

<u>Type of Facility</u>	<u>Group Served</u>	<u>Desirable Site Size</u>	<u>Typical Improvements</u>	<u>Approximate Area Served</u>
Tot lot or playlot	Pre-school and children through 8 (grades K-2).	5,000 sq. ft.	Small children's play equipment.	High density neighborhoods within walking distance of young children. Desirable distance served, 1/4 mile or less.
Playground or neighborhood park	Pre-school and children through 12 (grades K-6).	4 to 6 acres	Children's play equipment, soft ball diamond, court games, picnic area.	Neighborhood, within walking distance of children. Desirable distance served, 3/4 mile or less.
Playfield, community park or district park.	Junior and senior high students (grades 7-12) and young adults.	10 to 15 acres	Playground facilities, ball diamond, playfield, court games, picnic area and swimming pool.	Group of neighborhoods or district of City, within easy walking or biking distance. Desirable distance served, 2 miles or less.
Other special local parks or recreation facilities.	Adults and families.	5,000 sq. ft. to 1 or more acres	Senior citizen facilities, or bicycle trails, swimming pools, other special purpose recreational facilities.	Group of subdivisions or neighborhoods, or district of City.

The preceding recommendations for recreation need to be part of a system of bicycle trails and pedestrian paths which would connect all components of the system throughout the Planning Area. Such paths and trails could be a pleasant and distinctive feature of Watsonville and would add a new and no doubt popular recreation opportunity. The Pajaro River and the Corralitos and Salsipuedes Creeks would form an important element of the parks and trails system. The community should insist that any improvements for flood control purposes respect the recreation potential of these areas. A concrete-lined channel would be undesirable in this respect. Design of the Pajaro River Park needs to include special treatment of the river close to Main Street in order to create an attractive southern entrance to the City.

Watsonville, at present, is set in a green frame of farm land. Except where an unkempt creek bank interrupts rural vistas, this green frame constitutes a continuous asset. Open, restful and different from the City, the countryside is a recreation element in the true sense of the word (it helps to refresh and recreate). The lake parks, the creekside parks and the green wedges of agricultural land help to preserve this resource close to and even within the urban framework.

The following table summarizes the park recommendations of the General Plan.

Existing and Proposed Park Acreage

<u>Location</u>	<u>Existing</u>	<u>Proposed Additional</u>	<u>Total</u>
Flodberg	1	--	1
Callahan	2½	--	2½
Marinovich	1	--	1
City Plaza	1 }	-- }	3
Civic Concourse	-- }	2 }	
School Facilities			
Rolling Hills Junior High	12	--	12
E. A. Hall Junior High	10	--	10
Watsonville High School	19	--	19
Proposed High School	--	20	20
Neighborhood Parks (12 @ 5 acres each	--	60	60
Freedom Area	--	10	10
Ramsay Park	24	20	44
Pajaro River Park (adjacent to Downtown)	--	50	50
Pinto Lake (land area)	15	10	25
College Lake	--	50	50
Drew Lake	--	5	5
Tynan Lake	--	25	25
Trail System (22.5 miles @ 25 feet average width)	--	68	68
Total	85½	320	405½

Watsonville and Santa Cruz County will continue to refine the recommendations of this section in the development of a City-County Recreation Element in the near future. Watsonville has an opportunity to develop not only a fine local recreational system, but also one which is a component of a broader County system.

Fire Stations

Existing fire stations in Watsonville and Freedom are well located to serve future development as shown on the Plan. The current cooperative agreement with the Pajaro Fire Protection District should be continued since this area will be adequately served from Watsonville. The Freedom Station will serve new development near Pinto Lake and the airport. As recommended by the Citizens' Council, a joint working agreement is needed between the Watsonville and Freedom Fire Departments. In the event of annexation of Freedom, the existing Freedom Station could function as a Watsonville substation. As development expands west of the Route 1 freeway (toward the end of the planning period), an additional substation would be desirable to serve that area and would probably be located west of the Planning Area.

Other Public Facilities

The Downtown Area Study made a number of recommendations for expansion and development of public facilities as part of the Civic Concourse. The Concourse, between City Hall and Watsonville High School, can become a real center of community activity. The following activities are recommended to be located in the Civic Concourse:

- City Hall
- Police Facilities
- Library
- Auditorium (2,500 to 3,500 seats)
- Other administrative uses or cultural and entertainment uses.

CIRCULATION

Streets and Highways

The purpose of a modern street and highway system is twofold: 1) to carry traffic efficiently from origin to destination, and 2) to be a logical framework for private development. In order for traffic carriers to function in such a system, they must be properly located and be built for an adequate capacity. They must be differentiated in function and design and, once located and designed, their integrity must be respected.

The elements of such a system consist of 1) freeways which carry traffic at high speed between relatively distant destinations, 2) major streets which carry traffic from one part of town to another and have limited and controlled access, 3) collector streets which carry traffic through neighborhoods directly to major streets, and 4) local streets which serve only property abutting them and which carry no unrelated traffic.

Freeways. Watsonville's freeway system will be complete with the construction of the proposed Route 152 freeway bypass. This route, which connects Route 101 with Route 1 by way of Hecker Pass, presently comes into Watsonville on East Lake Avenue. A new route has been adopted north of town in the Freedom Area and this route will relieve City streets from an expected large increase in traffic volume.

Major Streets. Major streets have no residential access and have limited and controlled access elsewhere, in order to efficiently perform the function of moving traffic at relatively high speeds between different parts of town. In older cities, this is difficult to achieve since the street system grew piecemeal along with the city. For example, East Lake Avenue, by location and physical development of the Valley, is a major street. It was not designed to function as a modern major traffic carrier, however, and it will be expensive to widen it and limit access in order to give it more capacity. An alternate solution, utilizing East Lake Avenue and Third Street as a one-way couplet, is proposed to help alleviate congestion on East Lake Avenue while the process of acquiring additional right-of-way along East Lake Avenue continues. This type of solution must frequently be adopted in older developed areas.

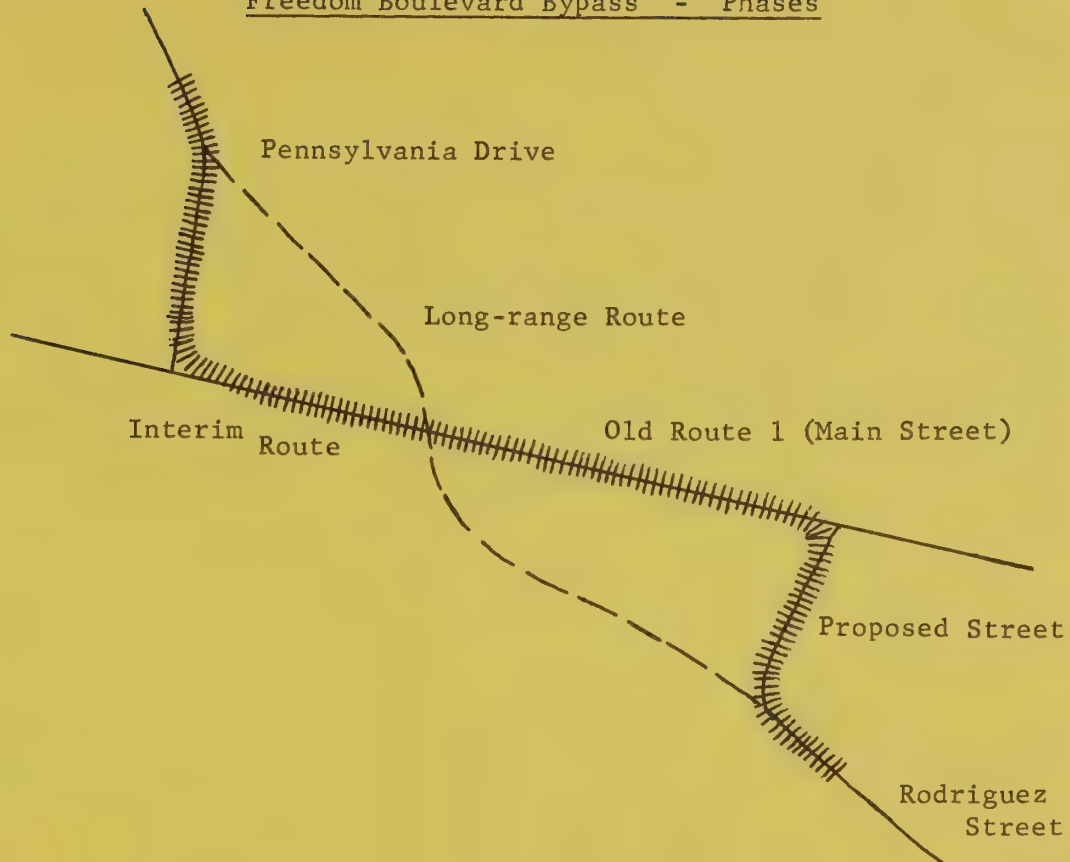
When new major streets are planned, they need to be routed and plan lines adopted in advance of development so that controlled access can be established and developers can make plans in conformance with the established circulation system. Respecting the integrity of the circulation system is important in relation to new street construction. This process represents a large investment of public effort and funds. It is a mistake to think of a major street as necessarily "a good business location" and to allow strip commercial establishments at numerous points along it. This is "bad business" for the City, since multiple access reduces the capacity of the street and defeats the purpose for which it was built. It is also likely to produce inefficient and unsightly commercial development which is not an asset to the City.

New major streets shown on the Plan include the east circumferential bypass, the Freedom Boulevard bypass (connection from Airport Boulevard south to Rodriguez Street), and connection of Green Valley Road and Holoan Road. The Freedom Boulevard bypass is shown on the Plan in a long-range configuration. During the intermediate period, Old Route 1 would be used as a portion of this bypass as shown in the sketch on the following page.

The Plan shows two new river crossings -- one at Van Ness Avenue, extended to provide improved truck access into the Beach Road Industrial Area, and the other on an extension of Lake View Drive to the east of the City. Both of these are long-range proposals and it may be many years before they can be built. Other proposals for major street extensions and improvements must take precedence over the river crossings, but since their need can clearly be foreseen they are included in the Plan.

Collector and Local Streets. New collector streets are shown in industrial areas. These will improve internal circulation within the Beach Road Industrial Area and will be necessary for proper development of the Airport Industrial Area. All other streets in the City are local streets, serving the property fronting upon them. It is desirable to discourage

Freedom Boulevard Bypass - Phases



through traffic on local residential streets. They should not be allowed to become the most convenient or shortest route between external destinations, since this would encourage traffic. Alignments and design can discourage through traffic.

The Airport

The Watsonville Airport is conveniently located within two miles of the Downtown Area. It is expected to increase in importance in serving Santa Cruz County and northern Monterey County. Expansion of the runway is necessary in order to accommodate business jets and medium-range jet transport aircraft. Expansion would improve air freight capabilities (a distinct advantage for selected agricultural products such as fresh berries and for the cut flower industry). The Plan shows extension of the runways at both ends to about 6,100 feet. More detailed recommendations for the Airport Area are included in the Industrial Area Study. Additional engineering and financial feasibility studies are required.

Rail Transportation

The Southern Pacific Railroad is vital to agriculture and the food processing industries of Watsonville, and demand for industrial sites with rail access is expected to continue. Improved passenger service appears unlikely in the future and is, at any rate, beyond the scope and influence

of the General Plan. However, if passenger service becomes possible in the future, the City should be ready to consider improvements in terminal convenience by providing a connection to the Downtown Area.

Public Transportation

The Citizens' Council recommended that an integrated system of public transportation be developed to serve the entire Monterey Bay area and recognized that, although a subsidy might be required for such a system, it would in the long run be worth the cost in alleviation of traffic problems and congestion. This far-sighted attitude is commendable and is a long-range objective of the Plan. Within Watsonville itself, the wedge concept of urban development, with major streets radiating from Downtown, lends itself to an efficient public transportation system. The financial program necessary for a local or regional system will require special study and is beyond the scope of the present program.

CARRYING OUT THE GENERAL PLAN

The Watsonville General Plan program began with technical research by the Consultants, with the assistance of the City and County Planning Staffs. At the same time, the Watsonville Citizens' Council spent many weeks in study of their environment and formulated policies for the future. The Planning Commission, City Council, and the members of the Citizens' Council reviewed each phase of the Plan as it was developed and presented by the Consultants. Thus, the Watsonville General Plan is the product of long, cooperative effort.

In justification of this effort, the Plan will be used. It will logically and persuasively answer questions about the City's future for citizens, developers and investors. As the City uses the Plan in its own development activities, it will be accepted by investors and developers as a sound guide for their planning. Each decision made in accordance with its principles and policies strengthens the Plan and helps make the next decision in the same direction. Thus, a major function of the Plan is to serve as a source of public information and education.

Significant legal and administrative tools have been developed to aid the City in achieving its planned objectives. Among these are zoning and subdivision ordinances, public assistance programs such as urban beautification and open space acquisition, and local capital improvement programming and referral procedures. The strength of these educational, legal and administrative procedures depends on recognition by citizens and officials alike that the Plan, in fact, does present a desirable pattern for the future of Watsonville. Furthermore, the Plan must be adapted to changing conditions and the changing desires and aspirations of the citizens over the years. The Watsonville General Plan has been carefully considered and drawn, but will be out-of-date in future years unless it is regularly and systematically reviewed and renewed. Comprehensive revision will be required in about five years, in any case.

Watsonville's new General Plan, kept up-to-date by regular review and amendment, will provide a strong foundation for the legal and administrative procedures outlined below.

ZONING

Watsonville's current Zoning Ordinance consists of a composite of changes and additions made over the last decade. A review and revision of the basic provisions and organizational structure of the ordinance has been initiated by the Planning Department. The completely revised ordinance, in draft form, should be reviewed by the Planning Commission and City Council subsequent to adoption of the General Plan.

The new Zoning Ordinance will be more lengthy than the existing one -- which is necessary to permit sufficient detail to state zoning requirements more accurately. Land use categories will be redefined and a number of new and more precise categories (such as visitor commercial) will

be created. Industrial uses will be subject to control by performance standards which would measure potential nuisances. The Zoning Ordinance is intended to implement the recommendations of the General Plan over the next five or six years. The zoning map will show district designations which will be appropriate for this short-range period.

SUBDIVISION REGULATIONS

Watsonville has an up-to-date and well drawn Subdivision Ordinance. In addition, a land development guide, prepared by the Planning Department, is published as a handout for potential developers. This guide presents clearly, without excessive technical jargon, the general procedures and requirements of the subdivision process. Engineering aspects of land development are regulated (through reference in the Subdivision Ordinance) by the Public Improvement Standards developed by the Department of Public Works. An engineering evaluation of these standards is beyond the scope of this program, but the requirements appear to be reasonable and realistic.

In 1965, the State legislature amended the Subdivision Map Act (which requires cities to have Subdivision Ordinances) to permit cities to require subdividers to dedicate land for park or recreation to serve a subdivision as a condition to the approval of the final Subdivision Map. As an option to providing land, a subdivider may make payment of fees in lieu thereof. Watsonville should take advantage of this useful provision by adopting the requirements as part of the Subdivision Ordinance. The standards for local park and recreation facilities set forth in the recreation element of the General Plan should be the basis for adoption and implementation of this recommendation.

ANNEXATION PROGRAM

In order to ensure high standards for all development, a high level of urban services and an effective coordination of all development in the Planning Area, a vigorous annexation program is recommended to the City. The City of Watsonville can look forward to growth and expansion through annexation as well as through population and industrial growth within its existing boundaries. The City should permit annexation of any area requesting annexation if the addition is in the best interest of the community and fits generally the growth patterns recommended in the General Plan.

CAPITAL IMPROVEMENT PROGRAM

Watsonville currently uses the process of capital improvement programming as a method for scheduling major capital improvement expenditures for the ensuing five-year period. A detailed program for the immediate fiscal year enables the City Council to budget for the next year with an idea of priorities and tentative cost estimates for future years.

Now that a new General Plan is being adopted, it should serve as the basis for preparing the Capital Improvement Program. The Capital

Improvement Program is one of the City's most fundamental tools for implementing the public recommendations in the General Plan.

REFERRAL

In the course of their work, the various departments of the City government frequently propose acquisition and development of land for new public facilities. Such proposals should be reviewed for conformity to the General Plan and to avoid potential conflicts among uses. This referral is prescribed in the State Planning Act to ensure responsible review for the above stated reasons. It is essential that all agencies, including school boards and special districts, participate in this procedure.

When proposals are not in accord with the Plan or conflicts arise between the proposals of departments, the staff refers the matter to the Planning Commission for policy recommendations. Sometimes the departments' plans can be modified and sometimes the General Plan will need to be amended to accommodate changes in public facility needs.

An effective referral procedure provides a clearing house for the plans of all City departments and other public agencies, and ensures that public improvements proceed according to the City's adopted General Plan.

HOUSING

Provision of suitable housing for all segments of the population is currently the most important problem in Watsonville. It is essential to afford the low-income and Mexican-American population an opportunity to live in decent and well located housing at a cost which they can afford

The Santa Cruz County Low Income Housing Commission recently concluded its study and submitted a report (dated February 1969) to the Board of Supervisors. The findings and recommendations of the Commission will be followed up by a Housing Element of the County General Plan to be prepared in the near future. The Commission recommends that priority attention be given to housing for farm households in the Watsonville-Freedom area.

Other Commission recommendations include the following:

- . Creation of a Santa Cruz County Housing Authority (to serve the cities also).
- . Development of a Workable Program for Community Development (a prerequisite for many Federal programs).

Preparation of a Housing Element of the County General Plan.

. Utilization of Federal programs, including:

- Low rent public housing (turnkey, leasing)
- Rental housing mortgage assistance
- Rent supplement
- Home ownership assistance
- Insured loans and direct loans for low rent units
- Loans and grants for homeowners
- Mortgage insurance
- Loans and grants for Farm Labor Housing

The Commission's recommendations are attainable. The County Housing Authority has been created and the City of Watsonville has authorized the Housing Authority to operate in its behalf. The leased housing program (summarized in the Commission's report) is one which will provide housing in a relatively short period of time, and can be the first step to be taken.

No single action or program will be sufficient in itself, and the problems of housing will not be solved in a short time. The Consultants recommend that Watsonville and the County give consideration to a number of broad scope programs which will lead to far-ranging solutions over a long time span.

Code Enforcement

This can upgrade the City's housing stock. Federal assistance is available for planning, reviewing and administering concentrated code enforcement programs in selected local areas. Watsonville could qualify for grants up to two-thirds of the program cost. Eligible project expenses include planning and administration of environmental improvements such as streets, sidewalks, curbs, gutters, street lighting, landscaping, plants, signs, and fire and police communication systems.

Financial assistance is also provided in absorption of relocation costs for displacees, in FHA mortgage insurance available to residential property owners for rehabilitation, and in direct low-interest rehabilitation loans and grants to property owners in a code enforcement area.

Urban Renewal

This program provides grants, planning advances, and temporary loans and guarantees to help public agencies eliminate blight in urban areas through surveys and planning, land acquisition and clearing, rehabilitation of existing structures, new building construction, and the installation of public improvements including streets and sidewalks, utilities, incidental recreational areas, flood protection, preservation of historic structures, etc. Technical assistance is available to local public agencies. Special assistance is available for displaced residents and businesses (including loans to small businesses) and for home purchase or rent by displaced people

Housing Element

The Housing Element is essentially a statement of the housing problem in quantitative terms. Both the County and City are in the process of developing General Plan Housing Elements. Watsonville has completed Phase I of its Housing Element. The Housing Element needs to guide and stimulate both private developers and public Housing Authorities.

Community Renewal Program

This program provides grants to communities to prepare a Community Renewal Program (CRP) covering the full range of urban renewal action required to meet local needs. A typical CRP includes information and plans of action concerning social needs, the economic base, community goals, and resources for renewal, rehabilitation, code enforcement, capital improvements, social and anti-poverty programs, etc.

Federal grants provide up to two-thirds of the cost of preparing a CRP. The remaining cost is borne by the community and can be provided either in cash or in approved work. A CRP assists in identifying blighted or deteriorating areas, in measuring the nature and degree of blight, in determining the financial resources available and needed, in identifying potential action areas and the required action, and in gathering data and its analysis and in operations research.

Neighborhood Development Program

This is a new program in the 1968 Housing Act. A neighborhood development program consists of urban renewal undertakings and activities in one or more urban renewal areas, that are planned and carried out on the basis of annual increments. This enables communities to proceed simultaneously with actual renewal of areas requiring immediate action and with detailed planning and scheduling of subsequent redevelopment, rehabilitation and public improvements.

A loan or grant for the annual increment of a renewal program may cover activities in a number of urban renewal areas. Watsonville would qualify for three-fourths Federal funding since its population is under 50,000

OPEN SPACE

A strong emphasis is placed in the General Plan on controlling the shape of the City and preserving the distinction between urban land and agricultural open space. Recommendations are made for additional recreation and open space within the urban perimeter. A number of tools are available to attain these ends. They include the following:

Open Space Land Program

This is a Federal program to assist public bodies to acquire open space which has recreation, scenic, conservation or historic value. Federal grants are available to match local expenditures.

Urban Beautification and Improvement Program

The Housing and Urban Development Act of 1965 added a new section to the existing law which provides grants to aid cities in development of parks, malls, squares, streets and certain other public facilities. Landscaping, walks, street improvements such as lighting, benches, tree planting and decorative paving, minor recreation and outdoor exhibition facilities are examples of eligible programs. This grant does not include funds for the construction of major recreation facilities. The Federal grant may cover up to 50 percent of the amount by which the approved cost of beautification during a fiscal year exceeds the City's usual annual expenditure for comparable activities.

California Open Space Legislation

The Scenic Easement Deed Act, (Government Code sections 6950 to 6954, 1959), allows cities and counties to acquire ownership or the development rights to real property in order to preserve open space by limiting its future use. Eminent domain cannot be used to acquire such development rights.

The California Land Conservation Act or Williamson Act (AB 2011, 1965) allows cities or counties to offer to owners of undeveloped land Contracts (for prime agricultural land) or Agreements (for any undeveloped land) if they restrict the use of their land to agricultural or compatible uses.

Contracts and Agreements are offered within areas the city or county has designated "Agricultural Preserves". To control the use of land within Agricultural Preserves, collateral agricultural or open space zoning is desirable. Contracts are for ten years but are renewable annually. If this is done, should either the county or owner decide to terminate, the Contract must run for at least nine more years. Agreements are written to meet local conditions and may be far more flexible than Contracts.

The Williamson Amendments to Assembly Bill 80 (1966) provide tax advantages to owners of land whose use is restricted.

Section 402 1 binds assessors to consider any "enforceable restrictions" on the use of any land, including zoning and Land Conservation Act Contracts, so that land zoned for agriculture will be, in theory, appraised at its value for agricultural uses only.

Section 1630 provides for a landowner's requesting a letter of intention from a Board of Supervisors stating that they do not intend to change the zoning or terminate Land Conservation Act Contracts or Agreements. Such a letter serves as evidence of the permanency of a land use restriction in contesting assessments, and puts the burden of proof on the assessor.

Proposition 3, Article 28 of the California Constitution (1966) provides further opportunity to make open space land assessments consistent with use rather than development potential by declaring that the "full cash value" of land need no longer be the basis of assessment.

for open space land subject to an "enforceable restriction". While the Williamson Act was intended to lower the "full cash value" of land by restricting its use, Article 28 makes cash value irrelevant and enables the legislature to devise a new method of assessing open space land subject to an enforceable restriction. The Joint Committee on Open Space Lands is presently conducting a study on how the Constitutional Amendment should be permanently put into effect.

Meanwhile, Assembly Bill 2011 (1967) serves as an interim measure to implement Article 28. (It expires after the adjournment of the legislature in 1970.) The bill defines "open space land" as land in an Agricultural Preserve or subject to a scenic easement, and "enforceable restriction" as a Land Conservation Act Contract or a Land Conservation Act Agreement or scenic easement if as restrictive as a Contract. Such qualified land must be assessed only on the basis of permitted use and sales data cannot be used.

FUTURE PLANNING PROGRAM

Full value can only flow from a General Plan that is up-to-date and which represents the current best professional planning thinking and the goals and desires of the community. It is recommended that a regular program of annual review and periodic revision and updating of the General Plan be established by the City Council. In addition, further detailed planning studies of various sections of the community should be undertaken from time to time. Of the following planning studies which should be undertaken in the near future, some have been already considered or have been undertaken by the Planning Department.

- . A Housing Element of the Watsonville General Plan. Part I has been prepared by the Planning Department. It is essentially a statement of the housing problem and an indication of action taken to date. Part II would define the scope of the housing problem in quantitative terms and establish an action program for solving the problem.
- . A Recreation Element of the Watsonville General Plan. This should be developed in coordination with the overall Santa Cruz County Recreation Element and ideally would be coordinated with that of Monterey County.
- . A revision and updating of the Zoning Ordinance recommended earlier in this section.
- . A detailed development plan and financial feasibility study of the Downtown Area. This should be the next step in refining and carrying out the recommendations of the special Downtown Area Study. It should contain detailed recommendations with cost estimates. These proposals need to be phased over a number of years according to the ability to finance them. Sources of financing need to be identified and the costs of the program distributed to appropriate sectors based on a benefit/cost analysis.
- . A Community Renewal Program or Neighborhood Development Program as a concerted attack on blight in Watsonville.

APPENDIX A

TABLE 1

AGE COMPOSITION IN PERCENTAGES: HISTORY AND PROJECTIONS

U. S., CALIFORNIA (TOTAL), CALIFORNIA (CIVILIAN)

	1950 ^{1/}	1960 ^{1/}	1965 ^{2/}	1970	1980	1990
<u>0 - 4 Years</u>						
United States	10.7	11.2		9.4-11.3 ^{3/} 12.1 ^{4/}	9.9-12.1 ^{3/} 13.6 ^{4/}	
Calif. (Total)	10.9	11.1				
Calif. (Civil.)	10.5	11.3		10.0	9.8	9.2 ^{6/} 7 ^{7/}
Santa Cruz Co.	8.9	8.8	7.6			8.0 ^{8/}
Watsonville	9.7	10.4	8.1			9.0 ^{8/}
<u>5 - 17 Years</u>						
United States	20.4	24.4		25.3-25.5 ^{3/} 24.9 ^{4/}	22.7-25.5 ^{3/} 25.5 ^{4/}	
Calif. (Total)	17.5	23.5				
Calif. (Civil.)	17.8	24.0		24.9	23.1	22.7 ^{6/} 7 ^{7/}
Santa Cruz Co.	17.3	21.2	22.7			21.0 ^{8/}
Watsonville	17.1	23.7	24.2			22.0 ^{8/}
<u>18 - 64 Years</u>						
United States	60.7	55.2		54.1-55.5 ^{3/} 55.0 ^{4/}	53.3-58.5 ^{3/} 53.3 ^{4/}	
Calif. (Total)	63.6	56.6				
Calif. (Civil.)	63.1	56.8		56.5	58.3	58.8 ^{6/} 7 ^{7/}
Santa Cruz Co.	59.0	50.9	51.6			58.0 ^{8/}
Watsonville	63.5	53.5	54.4			58.0 ^{8/}
<u>65+ Years</u>						
United States	8.2	9.2		9.2- 9.5 ^{3/} 8.0 ^{4/}	9.1- 9.9 ^{3/} 7.6 ^{4/}	
Calif. (Total)	8.5	8.8				
Calif. (Civil.)	8.6	8.9		8.6	8.8	8.3 ^{6/} 7 ^{7/}
Santa Cruz Co.	14.8	19.1	18.1			13.0 ^{8/}
Watsonville	9.7	12.4	13.3			11.0 ^{8/}

^{1/} U.S. Census, General Population Characteristics, 1950 and 1960.

^{2/} Special Census Santa Cruz County, State Department of Finance. Percentages for Watsonville are assumed to accurately reflect conditions although the figures for the City were not entirely reconciled.

^{3/} U.S. Bureau of Census, Population Estimates, Series P-25, No. 286, July, 1964, Table E, p. 5, Series A & D. Age groups 25-49 and 50-64 are interpolated.

^{4/} Andrei Rogers, Projected Population Growth in California Regions: 1960-1980. Tables 6 & 7. Age groups 5-17 and 18-24 are interpolated.

^{5/} State Department of Finance, California Population - 1963, Table 8

^{6/} California Department of Finance Series I projections, 1990

^{7/} Livingston & Blayney projections, San Lorenzo Valley General Plan, Table 6, p. 11.

^{8/} Williams & Mocine estimate.

TABLE 2
HOUSING CONDITION BY ETHNIC GROUP, 1960
Watsonville, Santa Cruz County, California

	<u>Watsonville</u>			<u>Santa Cruz</u>		<u>California</u>	
	<u>Total</u>	<u>Non-white</u>	<u>Spanish Surnames</u>	<u>Total</u>	<u>Non-white</u>	<u>Total</u>	<u>Non-white</u>
Percent of structures built 1939 or before	69.4	n.a.	83.2	50.0	n.a.	39.8	59.2
Percent built 1950-1960	17.5	n.a.	5.8	27.8	n.a.	40.0	20.8
Percent found with all plumbing facilities	76.5	64.0	48.8	81.6	n.a.	86.5	36.0
Median number of persons per unit	2.8	3.0	4.0	2.2	n.a.	2.7	2.9
Median number of rooms per unit	4.5	4.6	4.1	4.4	n.a.	4.6	4.3
Median number of persons per room	.62	.65	.98	.50	n.a.	.59	.67
Percent owner occupied	49.4	44.5	34.7	66.5	45.9	58.4	42.0

Source: United States Census, 1960.

TABLE 3

CIVILIAN EMPLOYMENT BY INDUSTRY - CITY OF WATSONVILLE,
SANTA CRUZ COUNTY AND CALIFORNIA, 1960

	<u>Watsonville</u>		<u>Santa Cruz County</u>		<u>California</u>
	<u>Number</u>	<u>% of Total</u>	<u>Number</u>	<u>% of Total</u>	<u>% of Total</u>
Agriculture, Forestry, Mining and Fishing	746	15.2	3,219	11.3	5.2
Construction	177	3.4	2,132	7.5	6.3
Manufacturing	964	19.6	5,064	17.8	24.1
Food & Kindred Products	(722)	(14.7)	(1,960)	(6.9)	(2.9)
Other	(242)	(4.9)	(3,104)	(10.9)	(21.2)
Transportation, Communication and Utilities	439	8.9	1,807	6.4	6.9
Wholesale and Retail Trade	1,057	21.5	5,736	20.2	18.7
Finance, Insurance & Real Estate	183	3.7	1,192	4.2	5.1
Business and Repair Services	119	2.4	788	2.8	3.4
Personal Services	274	5.6	1,930	6.8	5.7
Entertainment and Recreational Services	36	0.7	294	1.0	1.4
Professional and Related Services	644	13.1	3,528	12.4	12.5
Public Administration	149	3.0	1,192	4.2	6.1
Industry Not Reported	<u>141</u>	<u>2.9</u>	<u>1,522</u>	<u>5.4</u>	<u>4.6</u>
TOTAL	4,929	100.0	28,404	100.0	100.0

Source: U.S. Census

TABLE 4

CIVILIAN EMPLOYMENT BY OCCUPATION - CITY OF WATSONVILLE
SANTA CRUZ COUNTY AND CALIFORNIA - 1960

	<u>Watsonville</u>		<u>Santa Cruz County</u>		<u>California</u>
	<u>Number</u>	<u>% of Total</u>	<u>Number</u>	<u>% of Total</u>	<u>% of Total</u>
Professional, Technical and Kindred Occupations	472	9.6	3,097	10.9	13.7
Farmers and Farm Managers	175	3.6	1,191	4.2	1.4
Managers, Officials and Proprietors	536	10.9	2,888	10.2	9.6
Clerical and Kindred Occupations	641	13.0	3,275	11.5	16.3
Sales	385	7.8	2,217	7.8	7.8
49 Craftsmen, Foremen and Kindred Occupations	507	10.3	3,830	13.5	13.9
Operatives and Kindred Occupations	894	18.1	4,200	14.8	14.8
Private Household	117	2.3	538	1.9	2.1
Other Service Workers	425	8.6	2,566	9.0	8.3
Farm and Mine Laborers and Foremen	432	8.8	1,443	5.1	2.4
Other Laborers	196	4.0	1,458	5.1	4.3
Not Reported	<u>149</u>	<u>3.0</u>	<u>1,701</u>	<u>6.0</u>	<u>5.4</u>
TOTAL	4,929	100.0	28,404	100.0	100.0

Source: U.S. Census

TABLE 5

CIVILIAN EMPLOYMENT BY INDUSTRY - WATSONVILLE COMMUNITY LABOR MARKET

	July 1960		July 1966		Increase or Decrease July 1960 - July 1966	
	Number of Jobs	% of Total	Number of Jobs	% of Total	Number of Jobs	% of Change
Agriculture, Forestry and Fisheries	6,300	45.4	5,200	33.8	- 1,100	- 17.5
Contract Construction	700	5.0	800	5.2	+ 100	+ 14.3
Manufacturing	1,000	7.2	2,200	14.3	+ 1,200	+120.0
Food	(900)	(6.5)	(1,300)	(8.5)	+ (400)	+(44.4)
Other	(100)	(0.7)	(900)	(5.8)	+ (800)	+(800.0)
Transportation, Commu- nication & Utilities	800	5.8	900	5.8	+ 100	+ 12.5
Wholesale and Retail Trade	2,700	19.4	2,900	18.8	+ 200	+ 7.4
Finance, Insurance and Real Estate	200	1.4	400	2.6	+ 200	+100.0
Service	1,500	10.8	1,800	11.7	+ 300	+ 20.0
Government	700	5.0	1,200	7.8	+ 500	+ 71.4
TOTAL	13,900	100.0	15,400	100.0	+ 1,500	+ 10.8

Source: State Department of Employment

TABLE 6
TAXABLE TRANSACTIONS - 1960-1966
WATSONVILLE

		<u>\$ 000</u>	<u>Percent of Change from Previous Year</u>
1960	Retail	\$ 23,674	-
	Other	<u>5,118</u>	-
	Total	\$ 28,792	-
1961	Retail	\$ 24,550	3.7
	Other	<u>6,112</u>	<u>19.4</u>
	Total	\$ 30,662	6.5
1962	Retail	\$ 26,422	7.6
	Other	<u>5,909</u>	<u>(3.3)</u>
	Total	\$ 32,331	5.4
1963	Retail	\$ 27,042	2.3
	Other	<u>6,007</u>	<u>1.7</u>
	Total	\$ 33,049	2.2
1964	Retail	\$ 30,332	12.2
	Other	<u>5,560</u>	<u>(7.4)</u>
	Total	\$ 35,892	8.6
1965	Retail	\$ 34,281	13.0
	Other	<u>6,661</u>	<u>19.8</u>
	Total	\$ 40,942	14.1
1966	Retail	\$ 37,083	8.2
	Other	<u>7,437</u>	<u>11.6</u>
	Total	\$ 44,520	8.7

PER CAPITA SALES - 1960 & 1965

		<u>Watsonville</u>	<u>Santa Cruz County</u>	<u>California</u>
1960	Retail	\$ 1,781	\$ 1,009	\$ 988
	Other	<u>385</u>	<u>257</u>	<u>487</u>
	Total	\$ 2,166	\$ 1,266	\$ 1,475
1965	Retail	\$ 2,512	\$ 1,213	\$ 1,138
	Other	<u>488</u>	<u>273</u>	<u>553</u>
	Total	\$ 3,000	\$ 1,486	\$ 1,691

Source: State Board of Equalization

APPENDIX B

WATSONVILLE GENERAL PLAN -- CITIZENS' COUNCIL EXECUTIVE COMMITTEE

R. Lindsay Lamberson, Chairman

Phil Rather
Don Henrichsen
Robert Marsh

Donald Bussey
E. H. Bechis
Eugene Friend

Rev. Wendell Clutz
Elmer Skillicorn
Frank Orr

SUBCOMMITTEES

Residential & Housing

Phil Rather*
Stuart Johann
Jim Torrecillas
Dick Soria
Dan Brazil
Leo Lusk
Bud Bartlebough
Mrs. Viola Johnson
Merle Baldwin
Tom Yagi
Mrs. Florence Marcus
Dr. E. H. Schultz
John Kane
Dave Montoya

Public Facilities & Schools

Don Henrichsen*
Phyllis Espindola
Barbara Bollinger
Jess Tabasa
Dr. L. C. Bechtel
Jim Workman
Sam Marshall
Miss Carol Preston
Ben Ragsac
Lester Oakes
Ken Switzer
Ray Hoffman
Tom Sprague

Commercial

R. Lindsay
Lamberson*
Herman Armstrong
Lloyd Johnson
Hugh Wallace
Robert Kall
Robert Foster
Frank Howe
Arlan Zenker
Gerald Cissna
H. Verne Jones
Ed Kersten
William Faust
David Bauer

Industrial

Donald A. Bussey*
Fred Beta
Ben Bauer
Tom Rosewall
Bud Davis
Foster Hutchings
Steve Du Four
Miss C. June Gospodnetich
Wm. J. Shepard
Wm. F. Marinovich
Edward Silva
Richard Bingham
Frank Barba

Community Character

Rev. Wendell Clutz*
Hans Goto
Mrs. Jim Izumizaki
Louis Schiavon
William P. Henry
Sy Rockins
Mrs. Esther Soriano
Mrs. Frances Kempton
George T. Menasco
Manuel Lawrence
Carl Lambert
John Damasco
Mrs. Rosito Tabasa

Agriculture

Elmer Skillicorn*
Sam Mann
Bruce Rider
Dave Willoughby
Charles Barr
Frank Larkin
John Hayes
Juan Navarro
Robert Manfre
Felix Parinas
Eddie Castro

Parks & Recreation

Robert Marsh*
Alex Stepick
Jack Lindsay
Mrs. Wm. Gelzinnus
Joe Grizich
Jack Lundy
Mrs. Verle Shank, Jr.
Frank Galimba
Ron V. Ahlport
John Kurimoto
Bill Bonnema
Gerald Hansen
John Copriviza
Mrs. E. A. Ramirez

Ways and Means

Eugene Friend*
Jon Gately
Mrs. Florence Wyckoff
Stan Nielsen
Carlos Rico
Baun Jordan
Frank Crosetti, Jr.
Fred Cunha
Bob Miller
Amando Alminiana
Mrs. John Lomazzi
Rev. Olan Terrell
George Bassman
T. M. McQuiddy

Transportation

E. H. Bechis*
Richard Cunningham
Cecil Smith
Phil Clarkin
Maurico Fernando
Vincent Carillo
Mits Nakashima
Frank Sakata
A. L. Resetar
John Spear
Emery E. Preston
Glenn Jones
Frank E. Mitchell
Dale James

* Subcommittee Chairman

WATSONVILLE GENERAL PLAN -- CITIZENS' COUNCIL

RESIDENTIAL AND HOUSING COMMITTEE

Especially critical is the housing available for lower-income groups, in which grouping the Mexican-American segment of the population suffers the most. Overcrowded conditions exist in housing that is substandard. All possible effort should be directed to solving this problem, and all possible sources of financial aid explored, with a goal of developing ownership where possible. Quality rentals, that is, rentals providing adequate services, etc., should be available where ownership is not possible or desired.

Future housing development of Watsonville and environs should recognize the continuing agricultural nature of the area and the desirability of maintaining the agricultural acreage now in use. This will perhaps necessitate housing that will tend to utilize less land area and that will rise to greater heights. This would appear to be particularly desirable in the development of the area immediately surrounding the "Central Business District", which, incidentally, should be strengthened and further developed to provide needed taxes and to maintain the "regional" nature of Watsonville as a shopping center.

Certain sections of the study area lack the necessary services that would help insure growth and proper development. These services would include water, sewers, sidewalks, lighting, etc. The Committee urges City and County officials, as well as private interests, to work toward solutions to these "service" problems and to recognize that any future planning must be premised on the development of adequate services to the area.

In the future development of new residential areas, the changing nature of recreation and the mobility of homeowners and tenants will necessitate changing lot sizes and other antiquated improvement standards.

Lower income groups currently bear the brunt of the substandard living arising partially out of inadequate housing, either for rent or to buy. The Committee believes this to be the overriding problem at this time. Any future planning must take this very serious matter into account. There is a strong demand for good housing among the lower income groups, which are made up largely of Mexican-Americans who are usually permanent tenants with large families. This sizeable segment of the current and future population requires housing in the 2,3 or 4 bedroom category and at the present time the supply is totally inadequate to the need. Other segments of the population, such as school teachers, blue collar workers and so on, also experience difficulty in finding adequate rentals here. The type of housing probably best suited to fill these demands would be single family units, and every effort should be made to distribute such housing throughout the community to avoid the concentration that we now know creates additional problems. New capital is not being invested in rental housing at this time, and the problem is broadened and deepened with the passage of each day. Ways must be found to finance the building of this kind of housing in our area, and any and all sources of financial support, private and government, must be pursued energetically.

Recognizing the other demands for housing from other segments of the population, allowances should be made to provide housing for the elderly, and this might logically be multiple units, of the high rise type (relatively speaking) and perhaps future planning should recognize that such units might better serve their occupants if they were located within walking distance of stores and shops. Housing should be provided to serve the transitory housing period of the young families with no children or one or two children. It now appears that even here this area does not provide sufficient rentals to serve this need and people in this grouping must frequently go outside the area to rent. The duplex or four-plex structure with one or two bedrooms and some small yard area seems a logical type to serve this need

The Committee sees a variety of types of housing as needed in the years ahead to properly serve this community.

Every effort should be made to preserve the beauty of this area when developing housing, and developers and utility companies should work together to hasten the day when utilities can go underground

Planners elsewhere around the country are now recognizing that people probably prefer housing developments to be of the "clustered" type, with much open space around the development, as opposed to the larger lot concept with little or no "green belt" area around the development.

COMMERCIAL COMMITTEE

The downtown regional shopping center should remain the strong central business district. More specialty shops and professional offices would be an asset.

Revitalization of existing sub-standard buildings and rear accesses to same is recommended.

Downtown should be beautified with the semi-mall concept using benches, planting, etc., with block-core parking and realignment of streets on either side of Main Street, for better traffic flow, parallel to Main.

Any unsafe buildings should be torn down

Main Street should be well landscaped, with wider sidewalks and a canopy tying the stores together without being absolutely identical. History and design heritage should be integrated into program.

Trucks should be routed around Main Street. A study should be made to find a good location for the Greyhound Bus Station in the center of town

New facilities such as public rest rooms, movie theater, civic theater, adult recreation center, good restaurants, etc., should be encouraged.

Multiple housing zone to replace some of the existing commercial zone should be passed so as to encourage apartments downtown

High density residential, with recreation and parking, should be encouraged to locate on either end of Main Street and integrated into the downtown area.

Evening activities should be encouraged in the downtown area, such as: Theatre-in-the-round, music, multi-national cultural activities, etc.

A governmental center should be established downtown.

Watsonville should strive for an inspirational and stimulating environment, relative to the economic prospects and needs of the City

Strip zoning in Watsonville and surrounding communities should be well controlled. Careful restrictions on strip development of commercial as well as housing should be enforced. It is recommended that commercial development, whether retail or professional, or other services, be clustered around parking areas.

Neighborhood shopping centers of 5 to 15 acres, supplying communities' daily needs, as well as specialty shops, etc., are needed. NOTE: In Watsonville, today, there exists more land zoned commercial than will be needed twenty years from now

The only new neighborhood center needed at this time is at Four Corners at Amesti and Pioneer.

Service centers of 1 to 3 acres, supplying daily needs to residential areas of 350 to 500 persons, approximately one mile apart, are recommended. These centers should locate near recreation areas and/or cross-roads in the residential section. It would be desirable to have service centers at: the Airport, Pinto Lake and 5 Mile House. A "Grand Motel" with convention center, service station, miscellaneous gifts, restaurant, on 5 to 10 acres is suggested at the Freeway and Airport Boulevard.

A bridge is recommended over the Pajaro River at the end of Lincoln. A service center at Pajaro needs expanding.

The planning area should include Watsonville, Freedom, Pajaro, Palm Beach, etc. A study, in the immediate future, of the feasibility of the annexation of Freedom to Watsonville should be made.

A Heliport connecting Watsonville Airport with major airports is recommended.

All industrial buildings should be consolidated and removed from residential areas such as south of Main on the east side of the river and should be landscaped in the interim time.

A greenbelt around the city for A-10 Zone is recommended to preserve agricultural lands and separate commercial areas.

It would be advisable to seek and promote a tax base, with adequate jobs in industry and business to provide a stable living condition.

The planning department should insist on landscaping of all projects. Entrances to Watsonville from Monterey County, Santa Cruz and Beach Road should be heavily landscaped to enhance the initial impression of Watsonville

If overall beautification and upgrading of Watsonville does not take place, it is anticipated proper growth will be retarded

PUBLIC FACILITIES AND SCHOOLS COMMITTEE

Public Facilities

The present Fire Station system is adequate. A joint working agreement should be made between the Watsonville Fire Department and the Freedom Fire Department. They are ideally located to serve each other and the two areas can benefit from this joint venture. As future expansion of the City limits and industrial growth occur, this Committee will encourage Fire Substations to be located outside the present three-mile fire protection limit, on Beach Road and on East Lake Avenue.

The present Library facility is totally inadequate. This Committee recommends this public facility have high priority of construction. The 1958 and 1965 Library study plans should be used as a model for construction size and location. The site is most satisfactory and the land is City owned. We further recommend the purchase of a bookmobile, a traveling truck library, to be used as a fluid branch library increasing the coverage of the City Library to outlying areas

Watsonville's Police Department seems to function very adequately from its present quarters. Present quarters have reached their maximum usage. Location is excellent, adjacent to the City Hall and near easy access streets and roads. Enlargement of the present Police Station will be necessary in the near future. We will encourage this enlargement to take place at the present site area, increasing the Station to the corner of Maple Street and Union

The role of the Watsonville Airport will become increasingly important. In order to use our airport under all weather conditions it is mandatory that we establish a VOR station, "a radio control station".

A new terminal building should be built with future expansion in mind to include an airport restaurant. Local hotel, motel and business should be equipped to accommodate airport to City transportation. Private enterprise should be encouraged to construct hangars and maintenance buildings as part of this facility.

The local bus station is completely inadequate, both in location and overall appearance. It is far below the standard we would like for our City

A strong effort should be put forth to keep the railroads open to passenger service. As highway and airport traffic become more congested, the role of train transportation may one day return as a major factor.

The City is large enough now to support a new City auditorium with seating capacity of at least 5,000 to 7,000, located in the proposed Civic Concourse area, Maple, Trafton, Union, Marchant blocks. The proposed auditorium should be part of a recreational center and incorporate exhibit hall facilities, cultural, etc.

With the completion of the new Community Hospital, immediate hospital needs of the City of Watsonville will be adequately met for the near future. We should encourage private enterprise to continue the old hospital site as a clinic or senior citizen housing. We compliment local private convalescent hospitals on their appearance, construction and operation.

We recommend the excellent beautification activities of the City Plaza be continued and encouraged. The Plaza is a unique beauty spot which sets our City apart from our neighbors. We encourage the use of live musical concerts evenings and Sundays by local groups of varied ethnic backgrounds including groups from the local elementary and high schools, Cabrillo College and UCSC.

We recommend the use of attractive planters and garden walls in the proposed City Concourse and the present City owned parking lots.

The Sewer Treatment Plant will soon be expanded and will meet the City's needs for many years to come. The new equipment yard will be ready for occupancy soon.

Public Schools

Public schools space requirements at present are very inadequately met. The prime objective of the Pajaro Valley Unified School District is to "catch up" with needed classrooms and related facilities for the students now enrolled. The Committee agrees space requirements are the prime requisite

Existing buildings and sites of the several schools should be improved to provide maximum degree of utilization and efficiency of operation.

Basic standards for new site developments:

K - 6 elementary, 600 students maximum

Junior High School, 700-800 maximum students

High Schools, 1,880-2,000 maximum students

The community should support the local school districts and provide adequate salaries for teachers to be competitive in attracting well qualified teachers. Class size should be adjusted to promote quality education for the boys and girls in our schools.

The school facilities should be designed to promote curriculum programs to motivate students toward individual success and interest in self-improvement. Programs should be improved by the school district to eliminate the high rate of "drop outs" in the schools. There should be

an enlarged vocational program offered in 7th and 8th grades. As this is largely a rural community, a broader program in vocational training is necessary to help turn out semi-skilled boys and girls who find finishing high school an impossibility

The adult education program of high school should be enlarged and broadened, giving more facilities to help reach those young people who have had to drop out of regular school, including a more flexible program of allowing young people to attend some classes part-time while they are working. A study should be made for the feasibility of offering day time adult classes under the Adult Education Program at the high school level.

The Watsonville City Council and Board of Education of the Pajaro Valley Unified School District should explore the possibility of a common central transportation center for storage of school buses and other governmental vehicles with related repair and servicing facilities

Consideration should be given by the Pajaro Valley Unified School District and other community governmental agencies to greater cooperation in the planning and development of public facilities which are of mutual interest. Areas of study may include:

- A community auditorium or civic center

- Library facilities

- Public routes of transportation

- Recreation and park facilities

A concentrated effort should be made to improve public relations between the school administration and the community. There is an earnest endeavor on the part of the administration to meet the educational needs, but in many instances the general public is unaware of the efforts and of the programs offered

The Committee urges educational leaders to present honest reporting of strengths and weaknesses of educational programs. Local citizens are urged to present constructive criticism which leads to a logical solution. School board members and school administrators are urged to open channels of communications to leaders of the community with special talents which may help solve district, financial and construction problems. We encourage and compliment private institutions for the fine work they are doing for the students in our area

PARKS & RECREATION COMMITTEE

Pinto Lake is the largest lake area available to the public at the moment and is being completed as a recreation area to open this November. It should be expanded in the future, as funds become available.

Tynan Lake area is now under development. The lake will be dammed to catch the runoff water. Studies are being made to determine steps to be taken to make a recreation area out of it, considering the surrounding land, boat launching and sailing.

In the past the College Lake has been used as farm land in the summer months and the water has been pumped into the Salsipuedes River. As soon as the Highway right-of-way has been settled across the lake, a plan should be developed for acquisition of the land around this lake which covers considerable acreage and instead of pumping it, to put a holding dam, and a large reservoir behind. It is a natural basin and collects runoff from many springs and creeks in the Green Valley area. It could be a lake of great importance in the future for water sports, fishing and other recreational facilities.

Churches have many of their own recreational facilities and in many instances the churches are willing to loan out their facilities or rent, at reasonable rates, to other organizations, places for basketball, plays, dances, musical get-togethers and such. It seems that these churches do have quite an availability of area for this purpose which can be utilized in the recreation program.

On school properties there are areas available for use, not only during school hours, but after school, weekends, holidays and during the summer. It seems that there is a great amount of ground available that is not being used. These areas should be used more by the local citizenry after school hours than they are at this time. The one school that comes to point most is the E. A. Hall School. This school is situated on 17 acres of ground and the school proper is using very little of that ground. We understand, of course, that the playing field is used for recess and athletic events other than during school hours, but the possibility of creating a park area, barbecue area, tennis courts and general use for senior citizens should be considered. Since a great amount of acreage is, we feel, going to waste and should be utilized instead of going out and purchasing more land for parks, we should utilize the school grounds before seeking more area.

Consideration should be given to City parks and their availability in conjunction with a recreation district. It cannot be stressed too much that as new areas are brought in, many parks and open areas should be made available to the public as the town expands.

As waters become available from the San Luis project, perhaps leaving water in the Pajaro River year around, the feasibility of having dams spaced up and down the river for swimming, fishing and recreation should be a must in the future. Also, in conjunction with this, provision should be made for better accessibility to the rivers from the highways.

The river project should include the fast-spreading family recreation "Biketrails". We find at the present time, by utilizing the river levee, Watsonville could have its own four mile Biketrail. This would extend from Watsonville to the mouth of the Pajaro River with relatively little expense except for a few signs. At the mouth of the Pajaro River there is the possibility of having a small park.

There is ample area at the foot of Lincoln Street where it meets the levee so that perhaps a park could be built for the beginning of the Biketrail with benches and barbecue. The same could be done at the other end. In the future, if this works, as the levee is extended north, there is a possibility of running the Biketrail north to the Pinto Lake.

recreation area where families could ride either north to Pinto Lake or south to the beach. There has been talk of extending it north from the mouth of the river into the Sunset Beach area, around, and back into Watsonville through the slough area

At the present time Ramsay Park has ballparks, a locomotive for children's recreation, also barbecue areas. The new youth center is going to be built on park property. Our area of investigation extends to the possibility of expanding the boundaries of Ramsay Park into a relatively marginal ground, which is the slough area, and in the future the possibility of lake facilities for sailing and other recreation facilities on ground that is relatively poor for farming and put to hardly any use at the present time

With more time available to the American public, because of the trend toward shorter working hours, a long look should be taken at the recreation and parks element of the General Plan

INDUSTRIAL COMMITTEE

Watsonville is in need of industry in order to provide employment and encourage free enterprise. This is similar to the needs of other communities, but we should proceed carefully in attracting new industry and follow a very selective process.

Agriculture is an important industry of our area and effort should be made to protect, not only the industry as such, but also the productive agricultural land. Further study should be given to agricultural land tax problems so that meaningful ways may be considered to alleviate farm land tax burdens which could cost us prime farming resources. Industry and housing development should be directed toward land other than prime agricultural areas.

The Committee is in favor of the proper development of industrial parks which would be attractive to light industry, areas such as our local airport, or parcels serviced by railroad tracks with spurs available at reasonable cost and industrial sewers indicated as to size and location. Possibly the biggest aid to obtaining industry in Watsonville would be the development of industrial parks and identification of large industrial parcels of land suitable for industry so that prospective clients could be shown the properties and could be told what utilities were available, as well as a firm price which they would have to pay

Industries of the heavier type should be referred to the Moss Landing area. It is very important that procedures be established so that Watsonville will be consulted in an advisory capacity when industry of the heavier type is planning on locating at Moss Landing in order to control air pollution and contamination of Monterey Bay.

Diversification of industry should be considered by Watsonville, since it is felt by the Committee that we have enough agricultural products processing plants of the type we now have. The Committee recommends that we pursue agricultural processing plants that can supply year around employment rather than the seasonal work that is now predominant. As for

non-agricultural types of industry that Watsonville should consider, we feel that "electronics-type" industries should be welcomed and that there are many fabrication and mechanical processing plants that would be compatible with our agricultural based economy. A strong effort should be made to encourage industries that could take advantage of our fine airport facilities.

An immediate project for the community should be to obtain a flower processor, packer and shipper who could locate in our community and make use of the airport for moving the flowers to the Eastern market.

One of the most important considerations in attracting industry of the type beneficial to any area is a clean community with good schools and police protection, etc. -- free from air pollution and water contamination.

The Beach Road (M) Industrial District within the City contains 139.35 acres incorporating approximately 300 parcels of which nearly 150 contain 266 living units. The Committee would like to see a gradual evacuation of dwelling units into the adjacent C-3-P and R-4 zoned areas by the introduction of multiple family housing projects as a transitional area between industrial and commercial uses. This would free many acres of potential industrial parks in the heart of our (M) zoned district and put within walking distance for many of the residents both the working areas and downtown shopping.

AGRICULTURE COMMITTEE

Check dams should be installed on the Corralitos Creek and the Pajaro River. This would conserve water for the use of the City of Watsonville and for the irrigation of farming lands in the Pajaro Valley.

The Pajaro River should not be dredged so that the river bottom is made lower and the levees should not be made higher. Dredging and raising the height of the levees would tend to cause the Pajaro River to act as a drain, causing the loss of valuable water, and might allow salt water to intrude into the underground water supply used by farmers in the irrigation of their crops.

In order for the Pajaro Valley to remain as an agricultural area, efforts must be made by planners, supervisors, the County assessor and farmers to establish assessed values that will result in a real property tax within the ability of the farmers to pay. A continuation of the present trend of real property tax increase can only result in making the cost of farming in the Pajaro Valley prohibitive. Such a situation has already made farming of some prime farming lands in the Valley economically non-feasible.

Adequate housing must be found for key farm workers and their families. Farmers have found that present building codes and the current high rate of interest make it impossible for them to construct new housing for farm workers.

Efforts should be made to encourage migrant farm laborers to come to the Pajaro Valley to work. The City of Watsonville and the County should work to obtain various types of governmental aid to finance housing for

them. This housing should be home dwellings and should be placed throughout the town on the properties where the existing housing is dilapidated to the extent that it should be removed. If these families were assisted so that they could buy their own homes, the Committee feels that they would become a part of the community and at the same time be a stable source of labor.

Watsonville Airport runways should be lengthened so that large transport planes can safely land here. This would meet an urgent need of the berry growers and flower growers of the Pajaro Valley for rapid delivery to eastern markets.

The two older existing highway bridges across the Pajaro River should be improved, both for safety and convenience, and a new highway bridge constructed at Murphy Crossing to provide a convenient tie between San Juan Road and Riverside Drive.

Salinas Highway should be widened to four lanes so that farm produce from the Salinas Valley could be moved quickly to a processing plant in Watsonville. This would discourage the possibility of processing plants moving to the Salinas Valley where about 80 percent of the farm products processed in Watsonville are raised.

Planners should work to improve parking and lighting in the area of our processing plants, as both are sadly inadequate.

To date smog has not been a problem in our Valley; however, many reports have recently been made of the sighting of smog in the early morning hours, both from the Moss Landing area and San Jose. City and County officials should immediately check into this problem and take action with respect to it before the problem gets beyond control.

Many people living in the rural areas have complained of airplane crop dusters becoming careless and allowing spray to drift over their dwellings, causing damage to their yards and their homes. An effort should be made by the County Agriculture Office to eliminate this problem.

Farm workers complain of a lack of toilet facilities in shopping centers, in the park and in many stores in Watsonville. The City of Watsonville should provide restroom facilities in various areas of Watsonville to accommodate shoppers.

A sanitation problem has been created by the City requirement that processing plants haul away culls from their plants to cattle farms with resultant odor and attraction for flies. The committee feels that these culls could be ground up by the processing plants to the consistency of soup and disposed of through the City sewage system.

The Watsonville High School and Cabrillo College should make a greater effort to train secretarial and clerical employees for the expanding demands for office assistance by local processing plants and other businesses.

Confine industrial zoning and development to north side of Beach Road preserving prime agricultural lands south to River.

TRANSPORTATION COMMITTEE

Consideration should be given to a west-of-Main River crossing to route the trucks away from the Main Street River crossing and into established, well marked truck routes.

Air transportation is non-existent except for an Air Charter Service capable of only light freight handling. Flower growers, for example, must truck their shipments to San Francisco for air transportation to eastern markets. Helicopter service has been mentioned in this respect and this should be followed up to determine its feasibility. Existing space at the Watsonville Airport should be planned to bring effective use of that facility up to its potential

Santa Cruz County should cooperate in the development of Moss Landing as a deep waterport

Public transportation consists of taxi service and inter-city bus service. Development of an integrated system to serve all localities of the Monterey Bay Area under one authority is desirable. Public subsidy of a good transit system is, in the long haul, a more desirable and economical method of alleviation of traffic problems than a continuous program of street expansion, street realignment, and the resultant necessity of providing more and more parking areas. A public transportation system with equipment designed for proper use, and with effective scheduling, would alleviate the extremely expensive items of traffic congestion and parking congestion and provide commuter service for workers, shoppers and recreation seekers.

Air passenger transportation is non-existent except for an Air Charter Service and should be explored.

Private ground transportation is comprised almost entirely of automobile traffic. The problems here are the closely associated ones of congestion and traffic flow -- with a major problem of traffic flow at peak periods. The present plan lists a number of expensive street expansions and realignments which could, in great part, be eliminated by more efficient use of existing facilities. Traffic flow control (along with establishment of a Public Transit System) appears to be the answer, rather than expanded facilities and continued poor utilization. For example: The present plan lists proposed expansion of East Lake Avenue from two to four lanes at a cost of \$1,800,000. Lake Avenue is, at the present, wide enough for four lanes when needed. Elimination of on-street parking on both sides of this street during peak load periods would provide four lanes -- two in each direction -- at the expense of re-marking and sign installation. The same is true of upper Main Street for which \$240,000 is designated in present plan as cost of widening to four lanes.

Watsonville streets are not aligned for effective use as "one way streets" and the expense of realignment is not commensurate with the benefits to be obtained. In this regard, it is noted that present plan proposes realignment of Union-Alexander Streets "to provide a continuous street from Brennan to Union cost \$250,000" with a notation that this "cost estimate does not include the cost of realigning Alexander at Brennan".

Could this possibly include necessary expenditures required for acquisition of property necessary for this project? In regards to this and the proposed realignment of Alexander-Brennan at East Lake -- is it worth the money? In what way? Will it reduce traffic at peak periods? Consider elimination of through traffic on Alexander-Brennan from Third Street to Fifth Street during peak periods, and post the streets in that manner. There is really no need for through traffic on those two blocks during peak periods, and its elimination would greatly relieve congestion at that critical intersection. Consider also, the elimination of all left turns at that Lake-Alexander-Brennan intersection. All exits from parking lots on Alexander-Brennan from Third to Fifth Streets should be posted to prevent turns toward the Lake Avenue intersection.

Pedestrian bicycle and riding trails should properly be considered as recreation rather than traffic facilities.

Eliminate left turns from or into Third Street to or from McKell's parking lot to reduce congestion at the Alexander-Third intersection.

Allow no through truck traffic on residential streets.

Limit delivery truck traffic on residential streets to hours in between hours of peak loads to encourage those vehicles to be completely out of peak load traffic.

Provide interim bypass for Santa Cruz-Hecker and Hecker-Santa Cruz traffic by rerouting through Holohan and Green Valley Roads.

Provide eastern bypass of Watsonville with road from Green Valley Road to San Juan Road. This would also provide a year-round river crossing east of Watsonville which would greatly relieve traffic congestion in the Watsonville area, and provide eastern access to the new hospital area.

Widen and straighten Holohan Road to provide major connecting road and southeastern access to hospital area.

Delete from present plan the proposed connecting road from proposed circular bypass feeding into Brewington Street, since this would route through traffic into a heavy residential area.

West Lake-Wall connection proposed in present plan should be reconsidered. There appears to be no advantage to construction of a major four lane connection one block in length. In view of the need for a continuous thoroughfare from a western river crossing to a northbound highway connection for purpose of truck routing, such a connecting link should be incorporated into those plans.

Reconsider Riverside Drive extension in proposed plan in light of elimination of on-street parking to provide four lanes on existing surface.

Consider improvement of Riverside Drive-Blackburn Street intersection and designation of Blackburn Street as arterial connector between Riverside Drive and Lake Avenue. Route Hecker traffic east on Riverside onto Blackburn to Lake.

Kilburn (or Rodriguez) extension proposed in present plan should be reconsidered and incorporated into plans for continuous thoroughfare in connection with truck routing.

Walker Street improvement proposed in present plan should be reconsidered for same reasons. Perhaps this street should be considered for four lane development and used as truck route and continuous connector.

Highway #1 -- Southbound signing not explicit on bypass of Watsonville.

Provide safe access to Youth Center at Ramsay Park.

Provide levee access roads as Biketrail -- can be done at no cost and will provide immediate use.

Immediate survey of Airport for expansion of facilities and lengthening runways for shipment of berries and flowers.

Connect Green Valley Extension to Highway #1 as alternate to extension of Rodriguez Street.

Produce an element of the General Plan jointly with the County and State establishing a private railroad to recreational areas.

COMMUNITY CHARACTER

The City of Watsonville is situated beside the Pajaro River, four miles inland from the center portion of Monterey Bay and four miles west of the Coast Range foothills, known as the Mt. Madonna region. The Pajaro Valley is blessed with nature's abundance, and from atop Hecker Pass Highway one can trace the rivers and streams flowing into the bay, several pastoral lakes, and rolling lowlands covered by a great variety of trees and shrubs, including the famous California Redwoods. The variegated patterns are charming in their irregularity, but the most predominate feature of the valley is the intensive use of land for all forms of agriculture, ranging from the base of Mt. Madonna to the Bay of Monterey. It is upon this man-made inroad into nature that the major economic structure of the City of Watsonville is built.

Approximately 20,000 acres of prime, productive class I and class II soils are located in the fertile Pajaro Valley. The City of Watsonville contains 2,560 acres in housing, commercial and industry. The valley floor is as low as thirty feet above sea level and river flooding of City areas has occurred in the past, but now protective levees are in place. Topography of the General Plan area is rolling land within the City, and relatively flat lands under cultivation contiguous to the City boundary, making these lands prime target areas for developers.

Traffic flow in general is erratic in function due to improperly situated streets and road patterns. Traffic studies have indicated the necessity for a new concept of vehicle control in the General Plan area.

The physical appearance of housing and commercial structures within the City ranges from reasonably good to total deterioration. Up until now

little has been done enforcing the upgrading of the housing blight areas, although the commercial downtown district is beginning to improve esthetically by rehabilitation, painting, non-conforming sign removal, unsafe buildings razed and some overall beautification projects underway

The climate in this area is ideal for diversified crops, being mild year around. It is also ideally suited to tourist attractions and public recreation facilities.

The general physical atmosphere of the community suggests being "behind-the-times" in a casual, informal way

The community at large should encourage ethnic identity and recognition as a growing force within the planning area. Studies should be undertaken at once to ascertain health, education, economic, cultural and political needs of underprivileged ethnic groups. Public education, using many forms of communication, would be helpful in broadening local awareness of relationships involving regional and State-wide urban problems and their respective solutions

Our potential commuter population increase should be carefully researched and analyzed for housing requirements. Our cultural diversity should be permitted to share in mutual respect and exposure through the use of public programs and group activities. The friendly, informal atmosphere of the City should be preserved and more avenues of personal communication advanced.

There is a need to produce liaison between wealthy, influential people and those in lower echelons of our society. It is most important to broaden our cultural base and open our City by opening the minds of our citizens. Encouraging ecumenical relations and endeavors between all religious faiths is most important. A strong community drive for development and promotion of City goals should be stressed, with active planning undertaken at once on the proposed civic concourse from Main Street to Marchant Street.

It is recommended that strong consideration be given to the preservation and conservation of prime agricultural lands, and to the encouragement of methods of farming having year around use of land, such as flowers, mushrooms, etc. Protection should be afforded the expanding food processing industry, both in planning and in tax. As our "bedroom community" potential increases, City and County planning should be directed to new innovations in housing (such as split-lot subdivisions), services, recreation facilities and public facilities. Education for proper budget spending should be promoted through agencies, volunteers, newspaper and radio, money lenders and schools. New businesses should first communicate with City Planning for research data, encouragement or realistic discouragement and exposure to the new General Plan.

To attract local and out-of-town buyers, an "International Concourse" should be planned and endorsed by the City administration, developing ethnic group shops and attractions and a genuine "Farmer's Market" which could become a tremendous regional attraction in this agricultural area

Finally, there is a need for higher family income, possibly by developing more "second" family job opportunities, and encouraging continual adult and drop-out educational programs in vocational guidance and training. There is positive need for cooperation between existing private and public agencies to develop job inventory and placement centers. The salary base of this community must be raised if we are to combat "human blight" and "urban blight" as they now exist. A community wide effort to develop and promote a new identity for this City and valley is imperative if we are to progress in an orderly manner.

WAYS AND MEANS COMMITTEE

The zoning ordinance should be reviewed on a day-to-day and situation-to-situation basis by those in the City charged with its administration. Where found to be inadequate or inequitable, changes should be made.

The ordinances, as written, are very good and adequate to control and direct the development of the City if properly enforced. More should be done to enforce the adopted regulatory ordinances.

Given a General Plan calling for certain uses in certain areas, the zoning ought to be changed to permit those uses immediately even though, as a practical matter, the actual uses would not occur for a period even of twenty years or more. Uses contrary to the General Plan should be allowed where, in light of changed circumstances or the particular proposal, the use would actually enhance the general purpose and intent of the General Plan.

Non-conforming uses should, to the extent permitted by law, be required to be removed. The amortization period could be quite short in the case of, for example, a quarry, whereas the period might be fifty to seventy-five years or longer in the case of a new shopping center or other commercial building.

The zoning ordinance should contain some flexibility as to building type while still controlling density. This flexibility is provided for in our existing zoning ordinance under the title "Comprehensive Development Control". It was felt this was a desirable flexibility in the ordinance and would help to achieve the goals of the plan, which goals are a harmonious blending of the various uses of land necessary in our society. The provisions for this must, as they are now, be somewhat vague, any judgment being made on the basis of a specific plan or proposal submitted.

The County should be encouraged to amend their zoning ordinance accordingly since their zoning around the City will very definitely have an influence upon the City, the City limits being merely an artificial division.

Spot zoning for non-agricultural uses in areas of intensive agricultural use, would, occasionally, be not only permissible but desirable. We don't mean the installation of an offensive industry of some sort but rather something like a fruit stand or restaurant.

The existing subdivision ordinance which is composed of both the State Map Act and the City ordinance, was felt to be both modern and comprehensive.

The existing subdivision ordinance does not now contain provisions requiring developers to reserve open space for recreation or funds in lieu thereof. Either the ordinance itself, or the practice of the City, should be directed toward obtaining this open space or these funds in lieu thereof.

The obligation of the City with respect to other codes and ordinances was similar to that mentioned prior hereto in that they should continue to review and modify these as the need arose and to keep abreast of any new developments.

The Capital Improvement Program Schedule should be given wide circulation among all concerned agencies in order to increase coordination and avoid expensive duplication and confusion. It should be the responsibility of the City to distribute the material, but the Counties, districts, and the schools should reciprocate through a systematic referral procedure.

Watsonville received a total of \$3,262,634.89 from all sources in 1967-68. Of this, \$546,590.89 came from real estate taxes. The tax rate is \$2.04. The Charter Tax limit for the general levy is \$1.55 per hundred unless approved by the electorate. We now have a general levy of \$1.47; the difference is for bonds and retirement.

The total 1968-69 taxable base is \$27,577,500. It has been increasing at a rate of about \$1.1 million a year for the past ten years. This is an agricultural community and has not yet been hit by the southward expansion of the Bay Region suburbia. However, the City limits are small and annexation has been very slow.

The City and the Chamber of Commerce should seek out suitable clean types of industry and an industrial park should be created to attract such industry, placing it so as not to destroy our good agricultural land.

It is hoped that the General Plan will contain an outline of phased enlargement of the City to include all City water users eventually.

A special effort should be made to utilize all appropriate Federal housing funds to improve the housing situation in Watsonville.

Of paramount importance is to unceasingly guard the entrances to the City and see to their improvement and maintenance. Also of particular importance is the Pajaro area which is an important entrance to Watsonville.

Influence our local bankers about being more liberal and open in granting loans to improve and update business property as this is one of the very best ways to improve appearances.

Interest and sell land developers and subdividers on the idea of using non-agricultural property and not good growing land.

The need for year round working opportunities and the extreme need for stable low cost housing.

Interest local service groups in actively sponsoring "fix-up" and "clean-up" programs for the run-down areas of our City.

Instead of putting up new buildings and homes, to clear up and rehabilitate existing dilapidated areas such as: the Menker Street area which the new Riverside Drive traverses; the old Roma Hotel area; the area surrounding Perchesky's junk yard.

The need for continued and positive action in improving traffic flow and control.

Citizens should tour our City not to look at it with "every-day" eyes but with possible suggested action toward solutions to problem areas.

A strong effort should be generated toward annexation of the Freedom area and the Pajaro area in order to become a united political subdivision increasing our benefits for better services and decreased economics.

APPENDIX C

SUMMARY OF SPECIAL STUDY OF DOWNTOWN WATSONVILLE

INTRODUCTION

This Special Study of Downtown Watsonville is essential in the preparation of a sound General Plan. The Downtown Area is the focus of the community, as well as an important concentration of physical development and community and individual investment. Special investigation into the quality of Downtown Watsonville and the potential for future development was an important component of the Downtown Study, published in February 1969.

The recommendations of the Study are presented in a graphic Sketch Plan and summarized in this appendix. The Downtown Area Sketch Plan shows an overall pattern of land use, circulation, and public facilities which are estimated to be needed in 1990. The Sketch Plan is not intended to show how each block should be designed or redesigned or which buildings should be removed or retained in the final development program. The Plan is a graphic concept of the kind of improvements which can be made. The general land use and circulation pattern and location of public facilities shown in the Sketch Plan are restated in the General Plan for the purpose of adoption.

A Development Plan and Financial Feasibility Study is recommended as the next step in order to enable Downtown Watsonville to improve its physical environment and maintain its economic vitality.

MAJOR OBJECTIVES

The major objectives of the Plan are to:

- . Strengthen the retail position of Downtown by improving access, parking, and pedestrian environment.
- . Integrate Downtown commercial activities with civic uses and surrounding residential areas.

CONCEPTS

An approach similar to that taken in designing shopping centers was used in preparing the Downtown Plan. In this approach, major department stores or other important uses are placed at the ends of an axis. The intervening area between these "generators" is occupied by smaller retail stores and services. The Downtown Sketch Plan recommends general dispersion of important uses around the Downtown Area in order to create reasons for pedestrian movement. Wherever possible, vehicular and pedestrian traffic is kept separate and a number of small pedestrian malls are included. Good access and circulation is provided, as well as convenient (although not ample) parking.



R RETAIL COMMERCIAL
T THOROUGHFARE COM.
O or OFFICE
C CIVIC

① CIVIC CONCOURSE
② FARMERS MARKET
③ TRANSPORTATION CENTER

④ POSSIBLE HIGH RISE
⑤ POSSIBLE PARKING STRUCTURE
⑥ RECREATION

RESIDENTIAL
 LIMITED INDUSTRIAL
 GENERAL INDUSTRIAL

BUFFER AREA
..... LINE OF FORMER ST.

DOWNTOWN AREA
Sketch Plan 1990

WATSONVILLE
California



WILLIAMS & MOCINE
CITY & REGIONAL PLANNING
1045 SANSOME ST., SAN FRANCISCO, CA 94111

PRINCIPAL PROPOSALS OF THE PLAN

Retail and Office/Service Space

Approximately 24 acres of retail floor area and 15 acres of office floor area are shown in the Plan. These are the areas estimated to meet the projected needs and retail potential to 1990. The Core is approximately one-half mile in length along Main Street from East Fifth Street to Riverside Drive. Existing strong retail generators, such as Ford's and the other key retail establishments at Main Street and East Third Street, should be maintained and enhanced, in order to maintain an important focus in the north end of Downtown.

To build up attraction at the south end of the Core, an international market center is proposed south of City Hall on Main Street. This market center could contain specialty shops and restaurants representing the various ethnic groups present in Watsonville in addition to the principal activity, a farmers' market. The Plan shows a central pedestrian market square defined by the buildings.

The design and retail strength of commercial uses between these two major uses should be improved. This will involve, in a number of cases, revisions to both layout and design of individual stores. More extensive use should be made of upper floor spaces for growing office requirements. Office/service space has been distributed in the following manner: 3 acres near the Civic Concourse, 7 acres along East Lake Avenue, and 5 acres mixed among retail facilities (including upper floors).

Thoroughfare Commercial

Approximately 4 acres of floor area are devoted to such uses as auto showrooms, mortuary and other uses not specifically appropriate to Downtown, and are located at Main Street and East Fifth Street, forming a north gateway to the Core.

Parking

Approximately 40 acres of off-street parking are shown in the Plan, serving both retail and offices. On-street parking in the proposed commercial area is equivalent to about 10 acres. In total, this is an approximate 1.3 to 1 ratio of parking space to building area, compared with the desirable requirement of 1.9 to 1.

The Plan shows existing parking lots consolidated with new areas. Larger parking lots can be laid out more efficiently than a number of small lots and tend to flow and work better. A high standard of landscaping for parking areas is indicated in the Plan, both buffering at the boundaries and individual tree planting within the parking lots.

Parking decks may be feasible by 1990; three possible locations are shown in the Plan: the blocks north, northwest and west of the Plaza. Two decks over ground level on each of these blocks would add approximately 8 acres of additional parking and increase the parking ratio to about 1.5 to 1.

Malls

Mid-block malls should be developed to tie Main Street with the parking lots in the rear. These malls should be thought of as not merely access to and from parking but as an opportunity for creating retail arcades and as appropriately scaled pedestrian spaces entirely free from vehicular traffic.

Access and Circulation

Main Street is shown on the Sketch Plan as improved with four lanes of moving traffic, a median strip with left turn lanes, and widened sidewalks. On-street parking along Main Street has been eliminated in this scheme. Short-term loading areas (delivery, taxis) can be provided by recesses into the sidewalk and a corresponding narrowing of the median strip in the centers of the blocks. Alternative schemes for improving Main Street are presented on the following page. It is evident that it will be impossible to improve traffic flow on Main Street and provide generous on-street parking at the same time. If elimination of parking is commenced, it will be necessary to replace those spaces which are lost (about 150 spaces or an equivalent of 1.5 acres of off-street parking) with off-street spaces in convenient locations.

Detailed study will be needed to insure that the final street design for Main Street retains adequate traffic capacity in balance with Van Ness Avenue and Union Street, and Alexander and Brennan Street, and that traffic changes on all these streets are well timed in relation to each other.

A connection is shown from Van Ness Avenue to Rodriguez Street, between East Lake Avenue and East Third Street, forming a major four-lane north/south thoroughfare. At the south end of Van Ness Avenue, at Front Street, the turns are smooth to facilitate traffic headed south toward Pajaro Bridge. Dashed alignment is shown for a future bridge across the Pajaro River should it be needed.

Smooth alignments are shown at Union, Alexander and Brennan Streets at East Lake Avenue and East Third Street. These connections should make the street function better, but because of narrow right-of-way, its future role should be thought of as a feeder and circulation street rather than a major traffic carrier.

A connection between Wall and East Lake Avenue is shown west of Van Ness Avenue, which will facilitate east/west journey-to-work traffic bypassing Downtown. East Lake Avenue and East Third Street are to be a one-way pair -- East Lake Avenue westbound and East Third Street eastbound. Riverside Drive is shown widened east of Union Street to form a major east/west thoroughfare serving the freeway and developing residential areas to the east.

Transportation Center

A transportation center is shown located near the intersection of Van Ness Avenue and Riverside Drive. This location will give good access in all directions for bus and taxi service. It will also serve as a transportation center for agricultural workers living in new residential

areas in the Downtown Area. There is a direct relation between the transportation center and the full range of Downtown shopping and services. An alternate location for this use would be in the Civic Concourse Area.

Civic Concourse

The Civic Concourse generally extends along Maple Avenue between Main Street and the high school. This area should be set apart by special design and landscape treatment, carefully defined with both buildings and landscaped open areas.

An additional wing is shown on the north end of City Hall and the police building is shown expanded to the north. The Plan shows the 3,000-seat (approximate) auditorium located in a four-acre site at the eastern terminus of the Civic Concourse, where it can be used by high school and civic groups. The Civic Concourse is also an appropriate location for additional public and semi-public administrative or cultural activities, such as Federal, State or County offices, movie theaters, museums or art galleries.

Residences

A medium to high residential density is shown penetrating and surrounding the Downtown Area. It varies from established single-family neighborhoods to garden apartment development on cleared land. Higher density apartments are appropriately located close to Downtown shopping and services; high-rise residential development may be feasible close in to Downtown. Higher density housing for the elderly is particularly appropriate in the Downtown Area. Basically sound single-family residential areas near the Core should be protected by consistent zoning decisions, public works improvements and code enforcement programs.

A number of areas at the south end of Main Street may be eligible for clearance. These locations would be suitable for the development of quality, low-cost housing. In all areas, landscape buffers and setbacks should be required to protect residential areas from adjacent commercial or industrial uses.

Pajaro River Park

The Plan shows the Pajaro River extensively developed for recreation. A bicycle and hiking trail is present, tied into a comprehensive trail system throughout the City. Picnic and other recreation areas are shown and an island is created just off the main river channel. Filled areas are indicated to the north of the levee on each side of Main Street. The areas would be filled to a level over that of the top of the levee and would be good locations for recreation buildings, specialty restaurants, or other uses and would have a direct view across the levee to the Park. High quality recreation oriented development at this point would form a southern gateway to the Downtown.

Industrial

Limited industrial activity is shown in the area east of Walker Street. This industrial district should be well-defined to protect adjacent

housing. Over time, the quality of the buildings in the limited industrial district should be improved. A landscaped buffer area is shown between the limited industrial area and adjacent residences.

CARRYING OUT THE DOWNTOWN PLAN

The Next Steps

This section explains the suggested approach for Watsonville in order to develop the conceptual recommendations of the Sketch Plan into a precise program for improvement of the Downtown Area. The aids and procedures presented in this chapter are available for the use of cities to improve and rehabilitate their downtown areas.

In order to insure that Downtown Watsonville maintains its dominant commercial position, a firm commitment by the City and the Downtown merchants and property owners to maintain this role must be made. The Sketch Plan should be the basis for the preparation of a Downtown Development Plan and Feasibility Program, which would make precise recommendations based on a cost/benefit analysis. This program should include establishment of priorities and phasing of development proposals and a recommended financing program. The following elements should be included in the Development Plan and Financial Feasibility Program:

- . Continued involvement of a committee representing all groups interested in the improvement of Downtown Watsonville.
- . Review and evaluation of the Downtown Area Sketch Plan by civic leaders, merchants and property owners in order to assess general response to the recommendations by these groups.
- . Adjustment of economic forecasts and space projections, if necessary, based on further study of local and regional economic characteristics.
- . Revision or modification of the Plan based on community response and additional economic findings, and development of alternative proposals where desirable.
- . Cost analysis of physical improvements proposed in the Downtown Plan, including both public improvements (such as mid-block malls, pedestrian plazas, landscaping, parking lot improvements) and private development or redevelopment proposals (such as building clearance and rebuilding and private mall improvement).
- . Analysis of financial benefits from rehabilitation and redevelopment, including new private investment, sales and property taxes.
- . Analysis of alternate financing plans for phased rehabilitation and redevelopment as proposed in the Development Plan, with recommended financing methods and distribution of costs among merchants and property owners, who would be directly benefitted, and the City of Watsonville.

- . Preparation of Financial Feasibility Program, recommending methods for administering and financing the entire program, including the public and private agencies necessary for this purpose, and the assessment, tax, and bonding methods proposed to achieve the program.

Administrative and Financial Aids

Rehabilitating Watsonville's Downtown Area may involve many legislative and financial procedures; most of these are being used in other California cities with downtown area improvement programs. In general, State enabling procedures include special assessments and possibly special assessment bonds, the Parking and Business Improvement Area Law of 1965, and the Community Redevelopment Law. It is possible that the 1960 Pedestrian Mall Law might also be used.

Many cities have made use of Federal Urban Renewal legislation, which provides substantial loan and grant funds for approved urban renewal projects. Other Federal aids provide funds for urban beautification and urban open space; these might be considered. At present, however, Federal funds for urban renewal beautification and open space are sharply limited, and a long waiting period may be required before approval is obtained. Federal application and review procedures are also time-consuming and frustrating to many local communities. In addition to the foregoing, the Small Business Administration provides funds designated for assistance to private "Local Development Corporations" which can take action to improve business districts.

Community Redevelopment Law. California's Redevelopment Law was passed in order to allow communities to cope with blight which is beyond the capability of the City or property owners to deal with. In defining blight, the law mentions specifically: "An economic dislocation, deterioration, or disuse, resulting from faulty planning." This definition could be applied to Downtown Watsonville.

The law goes on to say that: "Such conditions of blight tend to further obsolescence, deterioration, and disuse because of the lack of incentive to the individual landowner and his inability to improve, modernize, or rehabilitate his property while the condition of the neighboring properties remains unchanged," and adds that "...in many instances the private assembly of the land in blighted areas for redevelopment is so difficult and costly that it is uneconomic and as a practical matter impossible for owners to undertake because of lack of the legal power and excessive costs."

The law has been extensively used in the rehabilitation of old downtown business districts in such cities as Fresno, Santa Cruz, and San Leandro. Fresno and Santa Cruz were approved Federal Urban Renewal projects where Federal aid was provided. By contrast, San Leandro has been carrying on rehabilitation of the downtown area solely under the provisions of the State Community Redevelopment Law, entirely with local financing. The State Redevelopment Law allows the consolidation and public acquisition of parcels in individual ownership in order that replanning may be done. At the same time, it provides specifically for "owner participation" in redevelopment and for businesses to re-enter a project area once replanning has been accomplished. The Redevelopment Law also provides for repayment of public redevelopment costs out of the additional taxes derived in the

area from new, or rehabilitated, development. Either a city or the Redevelopment Agency may issue bonds to finance redevelopment costs. Redevelopment or any other such procedure would require a clear commitment by both the City and the Downtown Area interests that parts of the Downtown Area need to be replanned and redeveloped.

When the City proceeds with redevelopment, the following steps are normally followed:

- 1 Adoption of a section in the General Plan designating an area or areas as "blighted" as defined in accordance with the State Redevelopment Law.
- 2 Appointment of a Redevelopment Agency by the City Council, which may be the Council itself, or a separate agency. Designation of a "Survey" area which includes the blighted area itself and other areas related thereto in terms of future planning and development.
3. Selection by the Planning Commission of a "Project" area within which redevelopment is intended to be undertaken. A project area may include land, buildings, and improvements which are clearly not blighted, but which need to be included for the best overall replanning of the area.
- 4 Preparation of a "Preliminary Plan" by the Planning Commission which indicates generally the treatment to be given in the replanning of the project area.
5. Preparation of a Redevelopment Plan by the Redevelopment Agency which includes: (1) treatment of the project area in detail; and (2) proposes methods of financing the redevelopment, stating anticipated costs, revenues, and bond issues. Except for public uses, the Redevelopment Plan must provide that all property in a project area be leased or sold.
- 6 The Redevelopment Plan must provide for owner participation in the redevelopment of property in the project area by the owners of all or part of the property, if such owners agree to conform to the Plan.
- 7 The law provides that the agency "...shall extend reasonable preference to persons who are engaged in business within the project area to re-enter in business within the redeveloped area if they otherwise meet the requirements prescribed by the Redevelopment Plan."
8. The Redevelopment Plan is subject to approval by the Planning Commission and Redevelopment Agency and adoption by the City Council only after a series of public hearings.
9. Activities of the Redevelopment Agency are to be financed with an "administrative fund" for planning and administrative activities, and a "revolving fund" to carry out actual redevelopment.
10. The Redevelopment Agency may be provided with funds from general obligation bonds issued by the community, or the agency itself may issue bonds

11. Redevelopment Agency bonds or other indebtedness may be amortized by using tax-increment financing which allows the additional taxes collected from a project area after redevelopment to be used to repay principal and interest on bonds or other debts incurred for redevelopment.

As the above outline indicates, the Community Redevelopment Law provides the administrative, financial and legal tools necessary to replan and revitalize portions of Downtown Watsonville. The financial feasibility studies will show how far the City can afford to go by estimating the benefits to be received from redesign of the poorly planned parts of the District. Application of the redevelopment process is appropriate when the desire of the City to replan an area receives substantial support from merchants and owners in the area. The feasibility studies will help to provide a solid basis for support.

Other available financial tools for public improvement of business areas can be used together with redevelopment to obtain the best overall attack on the District's problems. These are outlined below.

Assessment Districts. All of the commonly used special assessment acts (1903, 1911, 1913 and 1943) have been applied to the improvement of business districts. Special assessments can be used to acquire land for new public rights-of-way for vehicles and pedestrians, and to provide for off-street parking, landscaping, lighting, and other improvements. Funds obtained through special assessments, and funds obtained from special assessment bonds, may be transferred to the Redevelopment Agency for repayment by tax-increment financing.

In common with any other procedures for rehabilitation of Downtown Watsonville, a special assessment district requires the support of the owners being assessed, since procedures for establishing the district can be terminated if a major part of the proposed assessment protests formation of the assessment district.

Parking and Business Improvement Area Law. This important law allows the imposition of a special business tax which may be applied broadly to any expenditures intended to improve business in a business district. The funds can be used for the following purposes:

- (a) The acquisition, construction or maintenance of parking facilities for the benefit of the area
- (b) Decoration of any public place in the area.
- (c) Promotion of public events which are to take place on or in public places in the area.
- (d) Furnishing of music in any public place in the area
- (e) The general promotion of retail trade activities in the area.

Funds obtained from this law may be used to accelerate any desired public action, such as public land acquisition, or landscaping, as long as such purposes are stated in the ordinance designating a parking and business

improvement area. One permitted use for these funds may be to pay for special planning and feasibility studies for improvement of a business district. Support from the Downtown Area is mandatory, since a protest by businesses paying a major part of the taxes can terminate the proceedings initiating the use of the law.

Pedestrian Mall Law. This act is intended to provide for the closing of streets to vehicles in business areas to create a pedestrian mall (as was done in Pomona).

The use of the Pedestrian Mall Law is sometimes complicated by the fact that it provides both for benefit assessments, based on the development of a mall, and for legal damages to property affected by a mall, without necessarily making it clear to a city as to when a mall would benefit property and when it would legally damage it.

Federal Urban Renewal. Federal urban renewal assistance includes (1) operating budgetary funds for local urban renewal agencies, (2) survey and planning funds for approved urban renewal projects, and (3) loan and grant funds to acquire and clear property with a write-down in its resale price to make the area more attractive to potential investors. Federal procedures have broadened in recent years to allow thirty percent of the Federal aid funds to go to non-residential urban renewal projects. These are projects which do not provide for either the removal of substandard housing, or for new residential development. Federal urban renewal funds are currently sharply curtailed and there is a substantial backlog of approved project demand. Priority now goes to projects which will provide either low and middle cost housing, or which will bring job-producing activities to areas needing employment, in accordance with national goals.

Federal review and approval necessary to carry out a Federal urban renewal project are time-consuming and can add substantially to the administrative costs of redevelopment activity.

Federal Open Space Land Program. Helping in the acquisition and preservation of open space land has become a national responsibility. Any governmental agency with the authority to acquire and preserve land may be eligible to receive a Federal grant (up to a maximum of fifty percent) subject to the availability of funds. Such open space may be acquired in fee, or development rights may be acquired. Costs eligible for Federal aid may include landscaping, water and sewer facilities, and clearing of developed land for urban open spaces. Small urban parks or pedestrian plazas may also be included. At such time as Watsonville proceeds with a revitalization program in the Downtown Area, it might be appropriate to apply for Federal Open Space Land funds to meet a portion of the costs.

Federal Urban Beautification and Improvement Program. Eligible activities for urban beautification assistance may include parks malls, squares lighting, benches, tree planting and decorative paving. All of these features are of a type appropriate to the enhancement of shopping areas. A project must be part of an official beautification program, which includes stated objectives, a plan, and cost and time completion schedules. This would be the case in an action program for the Downtown Area. Federal grants are limited to fifty percent of the amount by which the approved program exceeds the agency's usual annual expenditures for

comparable activities. Non-cash expenditures may be used to meet the local share of the program. Once an eligible urban beautification program has been approved by the Federal government, the City may proceed with expenditures which will be reimbursed later by the Federal government. Some California communities -- San Leandro is one example -- are proceeding with downtown revitalization but are not making use of Federal urban renewal aid. They have, however, applied for open space and beautification grants.

Local Development Company Loans. The Small Business Administration makes loans to local development companies established to promote economic growth at the community level. Although most of these loans have been made to promote the establishment of industrial plants, loans have also been made for the establishment of new commercial development and thus might be available to an organized self-help group of merchants and/or property owners in Downtown Watsonville.

Police Power Regulations. Zoning, subdivisions, sign regulations, architectural review, and other police power legislation are now being used and will continue to be essential tools in the revitalization program for Downtown Watsonville. The zoning ordinance, for example, may require strengthened planned development approval for new commercial or office complexes. This could apply to areas which may need only landscaping, architectural and site plan review, and stringent sign control to be an attractive part of the overall Area design. Such areas might be located within, adjacent to, or on the fringe of the Downtown Area.

APPENDIX D

INDUSTRIAL AREAS STUDY

CHANGING PATTERNS OF EMPLOYMENT

Recent trends and projections for the composition of employment in Watsonville are contained in the Watsonville Research Report and are summarized in the first section of this report. This Special Study includes a more thorough investigation of the existing and potential industrial components of Watsonville's economic base. The State Department of Employment defines a Watsonville "Community Labor Market" area roughly five times the size of the Planning Area, with a population in 1966 of over 36,000 people and an employment total of 15,400 jobs. Nearly all of the jobs in the Community Labor Market are located in the Watsonville Planning Area.

Total employment increased by a net of 1,500 jobs between 1960 and 1966. During this period, there was a reduction of 1,100 agricultural jobs. All other job categories experienced a net increase. Thus, including jobs needed to replace those formerly in agriculture, 2,600 new jobs (approximately 430 new jobs each year) were created in Watsonville.

RECENT TRENDS IN MANUFACTURING EMPLOYMENT

Employment in Watsonville is becoming more diversified. Between 1960 and 1966, manufacturing accounted for an increase of 1,200 jobs or nearly half of the new jobs provided during the period. The table below illustrates the change in composition of manufacturing employment during this period. Although employment in the food processing industries increased over 40 percent, the major increase in manufacturing employment was in the manufacture of products other than food -- an eightfold increase during the period.

Employment - Watsonville Community Labor Market Area

1960 - 1966

	<u>July 1960</u>	<u>July 1966</u>	<u>% Increase</u>
Total Employment	13,900	15,400	10.8
Manufacturing Employment	1,000	2,200	120.0
Food	900	1,300	44.4
Other	100	900	800.0

EXISTING INDUSTRIAL AREAS

Industrial development in the Planning Area is located in three well-defined districts and a number of isolated areas. The industrial district in the southeast quadrant of the City between the freeway and

Downtown (referred to hereafter as the Beach Road Area) is extensively developed with industrial plants. This location is adequately served with rail, freeway access and roads, but lacks a convenient internal circulation system. Many houses are mixed with the industries in this section. Much of the district is unsightly in appearance and many buildings are deteriorating or deteriorated. The parking in most of the area is inadequate. Many buildings are constructed of wood and their close proximity to each other creates a fire hazard. There are a few scattered industries of other types in this area, but most of the occupants are agricultural processing plants.

The second major industrial district is located in Pajaro, in Monterey County across the River. This district also contains food processing plants and storage facilities primarily. This district is served by the railroad and, like the Beach Road Area, is adequately provided with utilities.

The third major industrial district is in the general vicinity of the airport. The district includes some City-owned airport land together with currently unincorporated land south of the airport zoned industrial. Presently, only two industries have located in this district. Both are of the electronics type. A 32-acre site is currently being privately developed for industrial/administrative uses northwest of the airport with direct taxiway access to the airport.

The following table shows the distribution of land zoned for industry and land developed with industries within the Planning Area.

Industrial Land -- Watsonville Planning Area

	<u>Zoned</u>	<u>Developed</u>
Airport Area		
County, South of Airport	165	3
Northwest of Airport	32	-
City, Airport	<u>47</u> (C-3-P)	<u>3</u>
	244	6
Beach Road Area		
County	110	30
City	<u>320</u>	<u>165</u>
	430	195
Pajaro Area	152	52
Other Locations	<u>*</u>	<u>20</u>
TOTAL	<u>826</u>	<u>273</u>

* Not measured.

Approximately one-third of the land zoned for industry within the Planning Area is currently occupied with industries. Although this represents a sufficient amount of industrial zoning to absorb anticipated industrial growth for some time to come, Watsonville and the Counties have not grossly overzoned for industrial land as many similar communities have done in hopes of attracting industries.

FUTURE INDUSTRIAL LAND REQUIREMENTS

The allocation of land for industrial use in the General Plan should be projected on the basis of the amount of land estimated to be required for industry during the planning period plus a contingent reserve * The population of the Community Labor Market Area is expected to increase from 36,000 to 83,700 people by 1990. At an estimated 40 percent ratio of civilian labor force to population (the present ratio is 41.0 percent in Watsonville and 36.1 percent in Santa Cruz County), there will be a requirement for 33,500 jobs in 1990. Most of these jobs should be provided within the Watsonville Planning Area. In the Research Report, jobs in manufacturing are expected to increase from 16.8 percent of total jobs to about 25 percent of total jobs by the end of the planning period. An increase of this extent will be required to support the projected population growth in light of the leveling off of employment in agriculture at about the 4,000 job level. There will be a total requirement of about 8,400 manufacturing jobs by 1990, or about 250 new jobs each year. Between 1960 and 1966, manufacturing jobs increased at a rate of about 200 annually.

Industrial Employment Density

A survey of existing industries in Watsonville was made in order to determine the probable density of employment for future land requirement projections. About ninety industries were sent questionnaires and responses were received from about thirty. The following table lists the employment densities of respondents by category and/or area. The densities ranged from eight employees on eleven acres to eighty seasonal employees on one acre of land.

Industrial Employment Densities

<u>Type/Area</u>	<u>Employment Density Employees Per Acre</u>
Beach Road Area	11.0
Pajaro	15.2
Freedom Area	18.0
Four selected non-food-processing industries	12.7

From this data, it appears that 10 to 15 employees per acre would be a reasonable range of employment density for projecting future industrial land requirements in Watsonville. At this density range and with a projected manufacturing employment level of 8,400 jobs in 1990, there would be a requirement for 560 to 840 acres of land in industrial use at that time. It is desirable that the quantity of industrial land shown on the General Plan be in scale with the larger estimate. This will assure that a contingent reserve is available in the event that a large industrial

* Land zoned for industry should be based on projected needs for a shorter period, such as five to ten years in the future.

plant desires to locate in the Watsonville area. On the other hand, in order to limit industrial scattering and to conserve land for other purposes, the total amount should be reasonably limited. For this reason, a supply of industrial reserve land should be considered on the Plan. The reserve should guarantee the availability of future industrial sites beyond the planning period and should not be considered for development until such time as other proposed industrial land is nearly developed.

Types of Industry

Although Watsonville's economy will continue to be heavily dependent upon agriculturally oriented industries, future growth (as evidenced over the past few years) desirably will be greatest in categories not related to agriculture. The following list indicates the types of manufacturing establishments in the latter categories now located in Watsonville:

Aluminum Extrusions	Apparel
Furniture	Plastic Pipe
Wooden Containers	Electronic Tubes

This list is diversified and indicates that there has not been a trend toward only one type of new industry in Watsonville. Efforts should be continued to attract a similarly wide variety of industries. Watsonville might also attract industries which are related to agriculture but not directly involved with the processing of foods. Such industries would include the manufacturing of farm implements, pumping equipment, food processing and packaging equipment, fertilizers and pesticides. Continued development of all industries which provide year round employment should be a goal for Watsonville, since this would help stabilize the overall economic base of the community.

Site and Facility Requirements

Size requirements for future industrial sites can be approximated through analysis of existing industrial parks. The range studied begins at one-fourth acre and goes up to about 20 acres. The average size site in the Watsonville survey respondents was 2.7 acres. In the Beach Road Area, United Foods (not included in the survey), has a site of about 20 acres which is not fully developed.

A study was made of Stanford Industrial Park* when about 330 acres consisting of 61 parcels had been developed. About 10 percent were in the one-half to one acre range -- about 5 percent were in the 20 to 40 acre range. Unlike Watsonville, Stanford Industrial Park is in a prime metropolitan location, close to research institutions, and part of one of the greatest research and development concentrations in the United States. Land prices are correspondingly high. Industries thus tend to demand smaller parcels. Almost 60 percent of the parcels range between 2 and 10 acres. The following table shows the distribution by size categories:

* Williams & Mocine, Industrial Park Study for the Port of Oakland, Calif.

Distribution of Parcels by Size

Stanford Industrial Park

<u>Parcel Category in Acres</u>	<u>Total Acres</u>	<u>No. of Parcels</u>	<u>Percent of Total Acres on Map</u>	<u>Percent of Total No. of Parcels on Map</u>
0.5 - 1.0	3.758	6	1.1	9.8
1.0 - 2.0	15.712	12	4.7	19.7
2.0 - 3.0	22.116	9	6.6	14.8
3.0 - 4.0	39.290	12	11.7	19.7
4.0 - 8.0	57.478	10	17.1	16.4
8.0 - 10.0	46.986	5	13.9	8.2
10.0 - 20.0	58.081	4	17.2	6.6
20.0 - 40.0	<u>93.491</u>	<u>3</u>	<u>27.7</u>	<u>4.8</u>
	336.912	61	100.0	100.0

In Stanford Industrial Park, parcels over 8 acres consumed almost 60 percent of land area but represented only 19.6 percent of the industries. In other words, there was just as much demand for parcels from 1 to 2 acres in size as there was for large parcels. The ratio of demand for parcels under 8 acres to over 8 acres was 4 : 1 for the smaller.

Watsonville should anticipate the requirement for a variety of parcel sizes. Emphasis should be placed on road patterns and utility layouts which will permit a variety of parcel sizes. Utilities are available in the Beach Road and Pajaro areas. These areas are now served with an industrial sewer system and are appropriate for future growth in food processing or other "wet" industrial processes. Both of these areas are served with rail and highways and are also appropriate for growth in industrial uses requiring these services.

The Airport Area can be readily provided with sanitary sewers, water and gas. It is recommended that large industrial sewers not be extended to this area and that efforts be oriented toward attracting more limited types of industrial occupancy near the airport.

Many industries may desire to lease space. In order to attract such tenants, the City or private developers of industrial property should consider building one or more structures for leasing. The site on the west edge of the airport is being developed with leasable space of this type.

TRAFFIC AND PARKING

Traffic and parking are significant problems in the Beach Road Area. Access from the west has been greatly improved with the opening of the Freeway and the widening of Riverside Drive. As this industrial area expands, Riverside Drive should become the primary access road and additional internal streets should connect to it.

Access from the east needs to be improved by providing the West Lake/Wall Street connection as recommended in the Long-Range Major Street Plan. Additional consideration needs to be given to creating a major road access into the north part of the Industrial Area from Rodriguez Street in the vicinity of Ford Street. Overall improvement of the internal circulation system should be provided in the Beach Road Area.

The Airport Area has good access from the Freeway. An additional street should connect Airport Boulevard with Frontage Road to serve industrial uses. Holm Road should remain a residential street.

Lack of adequate parking facilities in the Beach Road Area is recognized. Recent attempts by the City to create an off-street parking district in this area were unsuccessful. A total of about 558 spaces in two locations near Walker and Ford Streets were recommended. Presently, the City should emphasize off-street parking requirements in the zoning ordinance to increase parking as older uses in the area are gradually replaced. Based on survey responses (which indicated that nearly all employees drive to work), it would be desirable to increase the zoning requirement from one space per three employees to two spaces per three employees, or some equally appropriate ratio.

FUTURE ROLE OF WATSONVILLE AIRPORT

In 1966, Leigh Fisher Associates prepared an Air Trade Study and Physical Development Program for the Watsonville Municipal Airport. This study recognized that the Airport would be the recipient of a substantial increase in business/corporate aircraft activity in the future. The study also recognized that there would be a future requirement for air shuttle service (on a scheduled basis) among communities such as Watsonville and between these communities and major airports. Such service, however, was anticipated some time in the future. Neither air freight nor helicopter service were anticipated for Watsonville in the Fisher Study. The latter conclusions are not necessarily concurred with.

If Watsonville continues to diversify its industrial activities (an important assumption in the proposal for industrial development in the airport vicinity), there may well be an air freight requirement in the future. Air distribution of high value/low weight products may be economically competitive with other distribution modes. As pointed out by the Citizens' Council, air shipment capabilities for perishable cut flowers could be economically possible at present. Additionally, as businesses develop and expand in Watsonville (and adjacent areas such as Moss Landing and Santa Cruz) the need for accommodating business jets will increase.

The runway is currently 4,500 feet long, with a 600-foot displacement at the eastern end due to obstructions. The following table shows the estimated runway length requirement for various aircraft likely to use the airport in the future. A future runway of 6,100 feet would accommodate all business jets and medium range transport aircraft.

The runway pavement thickness can support all of the medium range aircraft except the Boeing 727, but the accommodation of this one aircraft

type would not be sufficient reason to increase the thickness. There will be a requirement for a new surface coat, however, in the near future.

Runway Length Requirements - Selected Aircraft^{1/}

<u>Aircraft</u>	<u>Runway Length</u>
Convair 340/440	4,000 - 4,600 ^{2/}
Fairchild F-27	4,200 - 5,900 ^{2/}
Douglas DC-9	5,400 - 7,000 ^{3/}
Boeing 727	4,700 - 6,200 ^{3/}
Business Jets	4,900 - 6,100 ^{4/}

PROPOSED INDUSTRIAL AREAS

The following distribution of industrial land is proposed in the Plan:

	<u>Acres</u>			<u>Acres Proposed for Industrial Reserve</u>
	<u>Proposed for Industrial Use</u>			
	<u>General</u>	<u>Limited</u>	<u>Total</u>	
Beach Road Area	500	40	540	250
Airport Area	-0-	190	190	250
Pajaro Area	<u>260</u>	<u>-0-</u>	<u>260</u>	<u>270</u>
	<u>760</u>	<u>230</u>	<u>990</u>	<u>770</u>

The recommended 990 acres is in excess of the projected industrial land requirement of 560 to 840 acres during the planning period and provides a margin of additional industrial land. The areas designated as "industrial reserve" are designed to allow for industrial expansion in the long-range future and, in all probability, after the current planning period. Development in the industrial reserve areas should not commence until the designated industrial areas are nearly developed. Even then, industrial development should continue to expand in a pattern of logical increments in order that services can be efficiently provided and agricultural areas not converted in a patchwork manner.

Airport Industrial Area Plan

The plan on the following page shows the recommended pattern for industrial land development in the Airport Area. The plan shows 47 acres for

- 1/ At sea level and 75° normal maximum temperature, no runway gradient.
- 2/ For 200-mile flight, range governed by model (engine type).
- 3/ Range shown for 200-mile flight and 1,000-mile flight.
- 4/ Range shown for initial development (at 300 annual itinerant operations) and foreseen development (at 700 annual itinerant operations).



RESIDENTIAL

OPEN SPACE - LANDSCAPING

LIMITED INDUSTRY

EXIST. MAJOR STREET
PROP. MAJOR STREET

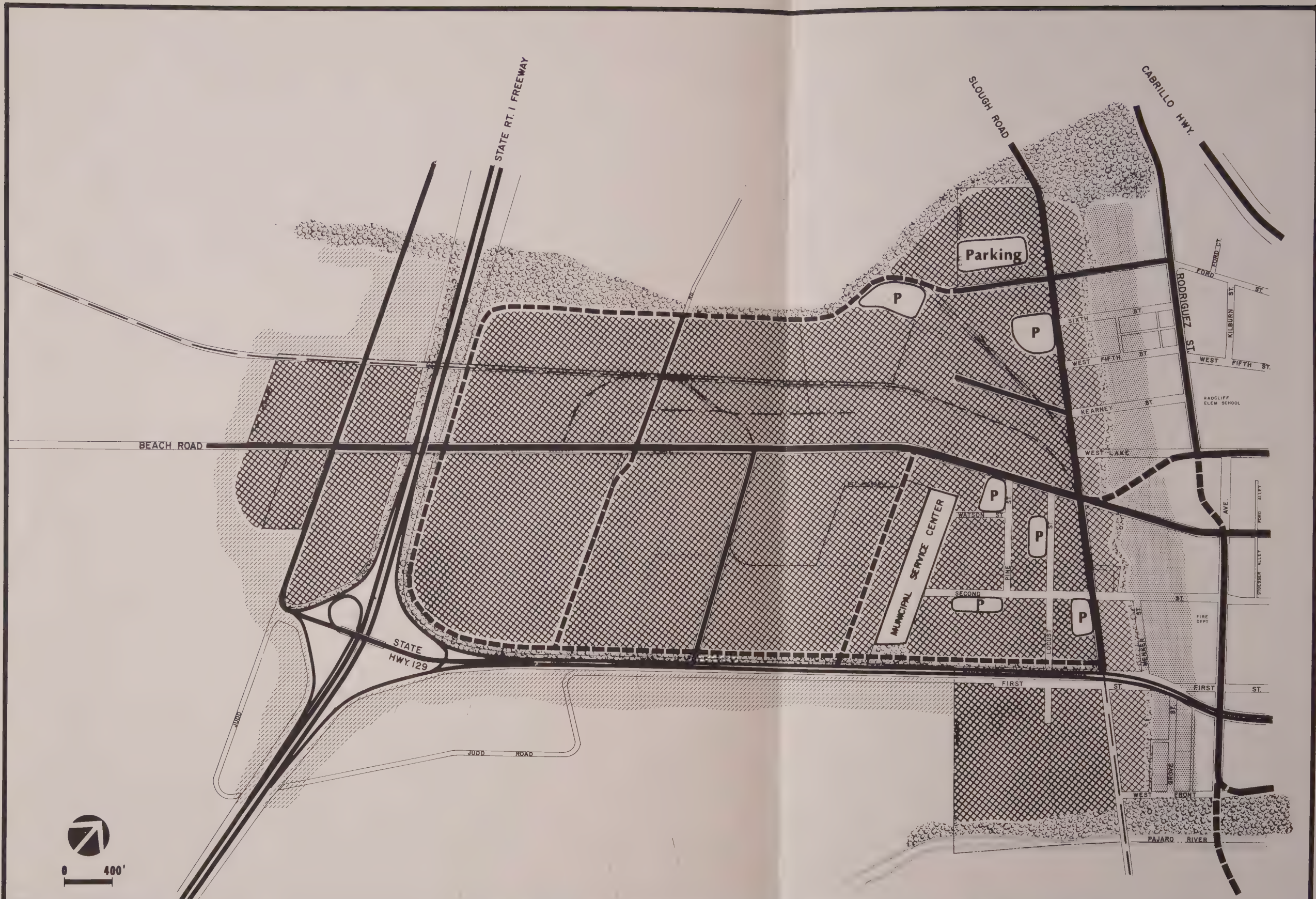
EXIST. COLLECTOR STREET
PROP. COLLECTOR STREET

INDUSTRIAL AREA
Airport

WATSONVILLE
California

THE PREPARATION OF THIS MAP WAS FINANCED IN PART THROUGH AN URBAN PLANNING GRANT FROM THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT, UNDER THE PROVISIONS OF SECTION 701 OF THE HOUSING ACT OF 1954, AS AMENDED.

WILLIAMS & MOCINE
CITY & REGIONAL PLANNING
1045 SANSOME ST., SAN FRANCISCO, CA 94111



INDUSTRIAL AREA **Beach Road**

WATSONVILLE **California**

- | | |
|------------------|--------------------------|
| AGRICULTURE | OPEN SPACE - LANDSCAPING |
| RESIDENTIAL | exist. prop. |
| LIMITED INDUSTRY | MAJOR STREETS |
| GENERAL INDUSTRY | COLLECTOR ST. |

THE PREPARATION OF THIS MAP WAS FINANCED IN PART THROUGH AN URBAN PLANNING GRANT FROM THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT, UNDER THE PROVISIONS OF SECTION 701 OF THE HOUSING ACT OF 1954, AS AMENDED.

WILLIAMS & MOCINE
CITY & REGIONAL PLANNING
1045 SANSOME ST., SAN FRANCISCO, CA 94111

limited industrial use north of the airport and about 140 acres to the south. The northern section consists of 32 acres being privately developed and 15 City-owned acres which are part of the Airport property. This area will have direct taxiway access to the runway.

On the south side of the Airport, approximately 140 acres would be developed as an industrial park. Airport Boulevard and Frontage Road can be used for industrial frontage and a connection between these roads is recommended in order to form an industrial circulation loop. A proper four-way intersection would be created at Airport Boulevard and at the entrance to the Airport

The area along Holm Road (and surrounding Rolling Hills School) would be appropriate as a residential area. Residences should be separated from the industrial uses by a buffer. A natural draw with tree growth will serve as a part of the buffer in this area.

The interior circulation system for the Industrial Area needs to recognize the need for a variety of parcel sizes in the development. A road spacing of about 600 feet is recommended, since this spacing is appropriate for a variety of parcel sizes. Utilities placed in street rights-of-way allow for flexibility

Since there is not a sufficient demand to warrant development of the entire industrial park at the present time, a phased development program is desirable. All or part of the major loop road system could be built first and interior roads filled in at a later date.

Beach Road Industrial Area Plan^{*}

The Beach Road area is recommended to be enlarged to 540 acres which would eventually contain about 40 acres of limited (PM) and 500 acres of general (M) industrial uses. Expansion of this area is shown south to Riverside Drive and north to Watsonville slough. A perimeter road is recommended connecting to Ford Street in the northeast part of the district. This road would function as a frontage road along the freeway and Riverside Drive. Additional internal roads would be desirable as shown on the Plan. Limited expansion of industry is shown west of the freeway and would be served by existing roads.

Parking problems in the heavily developed parts of the Beach Road industrial district (Wall, Walker, Kearney Streets, etc.) will continue until additional parking is provided. A number of possible parking areas are shown on the Plan, but would require creation of a parking district. If there is to be no district, off-street parking facilities will need to be developed over time as old industries are replaced and new zoning requirements met. It is recommended that the City increase parking requirements in the Zoning Ordinance for industrial uses from one parking space per three employees to one parking space per one and one-half employees (maximum shift)

* The land use and circulation pattern of this area has been modified subsequent to the publication of the Special Study. The General Plan Map shows the proposed arrangement.

Pajaro

An addition of 260 acres of land for industry has been apportioned to the Pajaro Area. Although a detailed plan for this area is not required in this study, anticipated development is of the general industrial type with rail access.

IMPLEMENTATION

Implementation of the Industrial Area Plan will be accomplished by a combination of public and private resources. Since nearly all the industrial locations are privately owned (with the exception of a small portion of the City-owned airport property), the private sector will be primarily responsible for financing improvements; the City's responsibility will be mostly in the area of developmental controls.

Some Federal financial assistance could be anticipated -- particularly in conjunction with public improvements at the airport, such as lengthening the runway. Under the Federal Airport Act of 1964, the Federal government generally provides 50 percent of the cost of such projects. Through the Economic Development Administration, the City might apply for loan or grant assistance to improve portions of the airport property for industrial occupancy. Currently such assistance is limited to communities who already have an industrial tenant desiring a site. Federal assistance through EDA could also be available for the entire Airport Industrial Area if the land were purchased by the City or if a non-profit corporation were established to develop and market industrial sites.

A number of federal programs of assistance to individual businesses may be utilized by such companies in order to establish or expand in Watsonville. EDA and the Small Business Administration each have programs of this nature.

Without control through ownership, the City must rely on policy powers in order to require desirable standards for industrial improvement of land and appropriate placement of streets for industrial use. Zoning and subdivision controls will be important tools to guide development. Developers should be required to provide industrial streets in general conformance with the General Plan. The proposed industrial performance standards should be incorporated into the Zoning Ordinance as soon as possible.

Perhaps the most important factor in attracting new industries to Watsonville is the procedure for marketing industrial sites. Improved sites should be readily available. Even if improvements are not yet installed, cost and construction time estimates should be obtained and be readily available to interested industries. Information concerning industrial parcels should be assembled in one place. The Watsonville Chamber of Commerce is currently assembling such a package. It is recommended that this package contain all pertinent information on every available parcel, including total cost, leasing or purchasing terms, improvements, taxes, etc. Potential industrial representatives can then be shown a complete list of sites, including more detail and a visit to sites which may interest them.

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84748
Map insert

CITY OF WATSONVILLE CALIFORNIA

GENERAL PLAN 1990

THE PREPARATION OF THIS MAP WAS FINANCED IN PART THROUGH AN URBAN PLANNING GRANT FROM THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT, UNDER THE PROVISIONS OF SECTION 701 OF THE HOUSING ACT OF 1954, AS AMENDED.

RESIDENTIAL

	D.U.s / GROSS ACRE
LOW	0 - 4.5
LOW MEDIUM	4.6 - 10.0
HIGH MEDIUM	10.1 - 22.0

COMMERCIAL

RETAIL
THOROUGHFARE
OFFICE
VISITOR

TRANSITION ZONES

RESIDENTIAL/COMMERCIAL
RESIDENTIAL/OFFICE

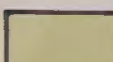

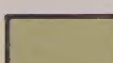
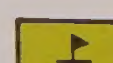



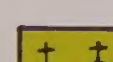
INDUSTRIAL

LIMITED
GENERAL













PUBLIC FACILITIES

CITY HALL	F.D. FIRE DEPARTMENT
COURT HOUSE	W.W. WATER WORKS
HOSPITAL	M.S.C. MUNICIPAL SERVICE CENTER
CEMETERY	

OPEN SPACE, RECREATION & SCHOOLS

EXISTING	PROPOSED	EXISTING	PROPOSED
	AGRICULTURE & OPEN SPACE		ELEMENTARY SCHOOL
	SLOUGH AREAS		JUNIOR HIGH SCHOOL
	 PARKS		HIGH SCHOOL
			PAROCHIAL SCHOOL

CIRCULATION

EXISTING	PROPOSED		EXISTING	PROPOSED	
		FREEWAY			MAJOR STREET
					COLLECTOR STREET
					STREET
		PARKWAY			TRAILS



THE PLANNING PROCESS AND THE GENERAL PLAN

The Watsonville General Plan sets forth the broad development pattern for the future growth of the City. It refines, extends, and replaces the original General Plan adopted in 1960. The policy objectives contained in the General Plan were formulated by the Watsonville Citizens' Council in 1968 and can be summarized as follows:

- Preserve and strengthen Watsonville as the regional center for southern Santa Cruz and northern Monterey Counties.
- Protect the agricultural base of the City through preservation of the best agricultural land.
- Provide the housing and public services needed by a vigorous community of diverse family types, economic levels, and ethnic backgrounds.
- Develop a prosperous year-round economic base of commerce and industry to provide jobs and tax income for Watsonville.

The Planning Area consists of Watsonville and the surrounding Pajaro Valley area, including the Freedom and Pajaro communities. It is about twenty-one square miles in area. Watsonville, within its prosperous agricultural valley, is the largest city between Santa Cruz and Monterey. The Planning Area's 1968 population was about 23,000. By 1990, it is expected to be between 54,000 and 58,000. Alternative growth patterns could range from scattered development with a minimum of control to highly compact urban form. The General Plan reflects policies between the above two extremes and allows controlled outward growth. Through control, the costs of public services are minimized and the best agricultural lands preserved. The resulting General Plan shows a pattern of urban development extensions penetrated by green wedges of agricultural open space.

THE PRINCIPAL ELEMENTS OF THE PLAN

Residential Development

Three categories of residential density are shown. Seventy percent of the residential area is shown for low density (3.0 to 4.5 families per gross acre), principally single family; twenty percent for medium density (4.6 to 10.0 families per gross acre), single-family and garden apartments; ten percent for high density (10.1 to 22.0 families per gross acre). High density shown is an increase over the amount existing at present. Adequate and properly located housing is intended to be available in suitable parts of the Planning Area for families of all sizes, ages, and incomes.

Commercial Areas

Watsonville enjoys a per capita volume of commercial activity substantially higher than the County or State averages, resulting from the City's role as a commercial and industrial center. Continuation will depend in great part on the future attraction and efficiency of Downtown Watsonville. The General Plan and a special Downtown Area Study contain recommendations for improving and expanding the Downtown Area. Better access and parking, beautification and diversification, and new multi-story construction are recommended. Central Watsonville needs about 80 acres of business area including landscaping and parking. Supplementary neighborhood centers are shown on the Plan. Other areas are shown for visitor and thoroughfare commercial uses.

Industrial Development

Proposals for industry in the General Plan are designed to provide for needed industrial growth, a total of approximately 990 acres. Strengthening of agriculture-related industry needs to be combined with industrial diversification. The Beach Road and Pajaro Industrial Areas include level land and excellent rail and freeway connections for general industry. Limited manufacturing and research and development uses are appropriate adjoining the airport.

Schools

Locations for twelve elementary, two junior high, and two high schools are shown on the General Plan. Elementary schools will include seven new schools and three replacements for existing schools. Each school is proposed to serve as a neighborhood or community recreation area. Existing and proposed schools shown on the General Plan relate to anticipated population growth in the various sections of the City.

Parks and Recreation

Including school grounds, about 405 acres of regional and City-wide parks are proposed. The most important include Pinto, College and Tynan Lakes, the greenbelt parks such as bicycle and foot trails along Pajaro River, Corralitos and Salispuedes Creeks, expansion of Ramsay Park and a 50-acre park adjacent to Downtown.

Civic Concourse

A major cultural-recreational focus is provided by the Civic Concourse. This complex of open space and civic buildings, including a new Civic Auditorium, is to become a focus of civic and entertainment activities as well as a facility for conventions and special events.

Circulation

Regional access to Watsonville is provided by State freeways. The major street system of the General Plan is based on the long-range Major Street Plan adopted by the City in 1968. Important new major streets include the Freedom Boulevard bypass (from Airport Boulevard to Rodriguez Street) and connection of Green Valley Road and Holohan Road. A circumferential parkway is proposed to enclose built-up Watsonville on the southeast and north. This parkway is to serve as a major distributor and dividing line between urban and agricultural land. Two new bridges across Pajaro River are proposed—one east of Main Street for good commercial and truck traffic access and the other to connect with an outer ring road near Kelly Lake.

A strong effort is needed to establish adequate public transportation in the Watsonville Area. As the population grows, public transportation becomes increasingly important in order to serve Watsonville citizens who are young, old and of modest income. The airport is an important element in the regional and local circulation system. In addition to private planes and possible feeder line service, there is a potential for air freight facilities to serve the flower industry and other high value, low bulk industries.

CARRYING OUT THE PLAN

Watsonville has a history of good planning, including the 1960 General Plan, effective subdivision and zoning ordinances, and a capital improvements program. The public and private procedures for carrying out the General Plan are well established. Adoption of the new Plan requires that enforcement ordinances be adapted to the new tasks called for in the Plan. Finally, the Plan itself must be kept up-to-date and amended and extended regularly. It is strongly recommended that the City establish an annual review of the General Plan with a major overhaul and up-dating every five to seven years. Only in this way can the Plan continue to be a useful and relevant guide to public action and a proper frame of reference for administration of the zoning and subdivision ordinances and the capital improvement program. A detailed development plan for Downtown Watsonville is recommended as the next step in refining and carrying out the recommendations of the special Downtown Area Study.

ADOPTED BY THE WATSONVILLE CITY PLANNING COMMISSION, NOVEMBER 3, 1969

ADOPTED BY THE WATSONVILLE CITY COUNCIL,

DECEMBER 9, 1969



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